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**1955**

**GRAND JURY  
REPORTS**



**CITY AND COUNTY OF  
SAN FRANCISCO  
CALIFORNIA**

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Foreman

WILLIAM H. H. DAVIS

Secretary

MRS. HERTHA MAGNUS

---

JOHN W. BENDER

ROBERT S. McKNIGHT

ALBERT EDWARD CONLON

EDWARD B. NEWCOMB

SAMUEL H. HANSEN

RAPHAEL SAMPSON

JOHN V. HEFFERNAN

WILLIAM H. SHEA

WILLIAM S. HOGAN

ELMER F. SKINNER

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HUBERT J. SOHER

THOMAS J. LENEHAN

GEORGE K. STEIN

GEORGE L. LEVISON

MRS. SALLY M. SULLIVAN

WALLACE S. TOWLE

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Impaneled January 6, 1955

Discharged January 12, 1956

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David F. Supple  
Consultant-Statistician

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GRAND JURY OF THE CITY AND COUNTY OF SAN FRANCISCO

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Honorable Theresa Meikle,  
Presiding Judge of the Superior Court  
City Hall  
San Francisco, California

Your Honor:

The GRAND JURY is an ancient and honored institution of democratic government.

On the community level, it is the only mechanism of government which possesses the power and means for independent investigation and appraisal over a wide range of governmental officers, bodies and functions.

While it is true that the Legislature can perform somewhat similar duties, it is usually too preoccupied with matters of statewide import to delve into community situations.

As it is with so many offices in civic life, the ability and zeal of the individual determines the nature and quality of the work performed. It has been my good fortune to serve this City and County as Foreman of the 1955 Grand Jury, supported by 18 men and women, particularly able and dedicated to their official duties.

In the performance of those duties, the jurymen, individually and collectively gave considerably more than was required. They spared neither time, effort, nor themselves. I know how many of them served selflessly at cost to their health, their leisure time and their business.

All this is to be expected of men and women who assume the duties and obligations of Grand Juror. It is with pride that I report that they have lived up to all that could be required of them.

The Grand Jury was indeed fortunate in having certain individuals peculiarly talented in certain fields. This ability proved invaluable in our investigations.

It is a natural inclination for 19 individuals selected from the citizens as a whole, to avoid offending anyone. This is the easy way. Initially, it is overawing to plunge, as a novice into the intricacies of municipal government.

I can fortunately report, that this jury has met the challenge. I hope we have proceeded with dignity, with restraint, without malice, pre-conceived notions, or personal animosity.

In our relationship with the press, we have taken the greatest pains to insure a full, fair and factual presentation of our operations to the public. Our investigations have been conducted in a calm and unprejudiced manner with our sole aim, the improvement of our community life.



(Honorable Theresa Meikle, continued)

Naturally, it is inadvisable to dwell on the contributions of each Juror, but all of us, I am sure, feel that the efforts of Hertha Magnus, whom you appointed our Secretary, should not go unnoticed. Her long and distinguished career in similar capacities in civic life proved of tremendous value to the Jury.

In order to function effectively, the Grand Jury must enjoy a workable arrangement with the District Attorney's Office. Fortunately, our relationship extended far beyond this. We wish to thank Mr. Tom Lynch, and Mr. Norman Elkington for their valued counsel and enthusiastic support.

It is my privilege to present to you at this time, the final reports of the individual committees. These have been prepared with the greatest care.

In these reports are certain recommendations which require the further attention of the incoming Grand Jury, and perhaps the Legislature. This is essential, since a year is a comparatively short time for one Grand Jury to plant the seed and reap the harvest.

As for me, this signal honor has proven an experience I shall never forget. I am extremely grateful to you for the appointment.

In conclusion, your Honor, you have been most patient, ever generous of your time and advice, without ever restricting us in any respect. On behalf of myself and the Jury, let me express our thanks. It has been a privilege to serve under your guidance.

It is the hope of the entire Grand Jury that the City and County of San Francisco will receive some benefits from the results of our efforts this year.

Respectfully yours,

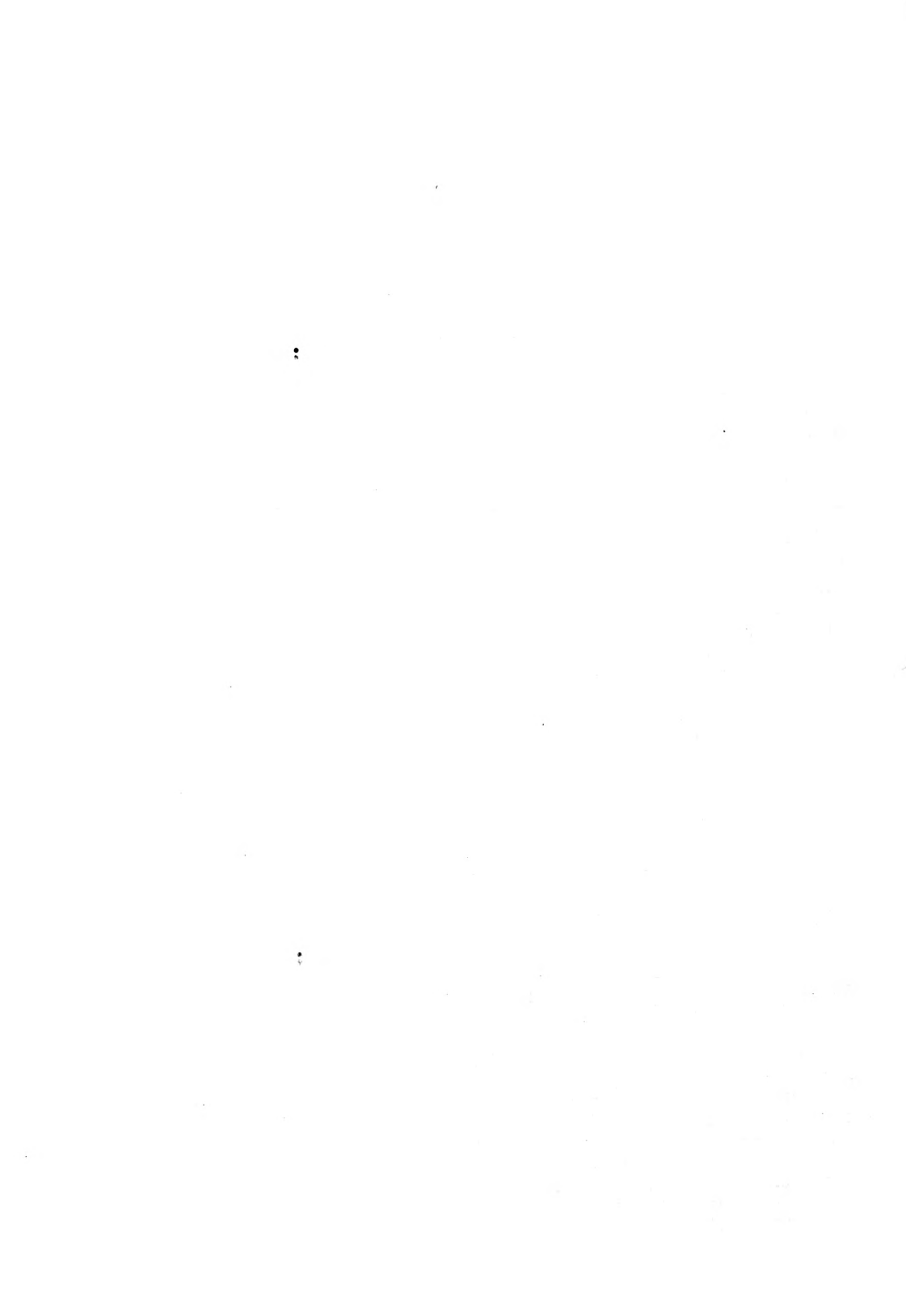
/s/ WILLIAM H. H. DAVIS  
FORMAN  
Grand Jury



F I N A L     R E P O R T  
OF THE  
1955 GRAND JURY OF THE  
CITY AND COUNTY OF SAN FRANCISCO  
-o-o-o-o-o-

Appended hereto are the several reports of the individual committees of the 1955 Grand Jury, each dealing with specific problems and recommendations in connection with the various branches of our City and County government. In addition to these detailed reports, the 1955 Grand Jury, as a whole, desires to bring to the attention of the people of San Francisco certain fundamental factors which transcend individual departments, others which are common to several departments, and a few concerning particular departments, which in the opinion of the members of the 1955 Grand Jury are of such importance to the welfare and proper administration of the City and County that they should have priority attention by the electorate and by the new administration about to take office.

It is unnecessary, at this time, to point out that the rapid growth of our City has created an entire series of situations demanding the utmost wisdom and effort in order that the administration of our governmental machinery keep pace with its added responsibilities. Generally speaking, we have found a high degree of devotion to duty on the part of our elected and appointed public servants. We recognize that there are instances where deficiencies exist in great measure due to inadequate physical facilities and shortage of personnel. However, we believe that those charged with the administration of the several departments should appreciate that it is their responsibility to strive for maximum efficiency within the budgetary allowances provided, and constantly to seek ways and means of improving techniques, rather than to expect ever-increasing funds to be made available. At the same time it is incumbent upon those senior officials to bring to the attention of the people those inadequacies which require correction if our governmental procedures are to keep pace with the growth of our City. We find that there have been failures on both scores. Often demands are made for increased funds and personnel which might well require only improved administrative techniques, and on the other hand we find instances of sorely needed improvements which have not been brought to the attention of the people with adequate



forcefulness. These are joint problems of department chiefs, the Mayor, the Chief Administrative Officer, and the Board of Supervisors.

### CHARTER REVISION

Throughout our term of office, we have found serious deficiencies in the Charter. The individual committee reports include mention of several such deficiencies. It is the opinion of the Grand Jury as a whole that Charter revision is essential. During the year, the 1955 Grand Jury has specifically recommended amendments to the Charter only in those instances where a unique and urgent need for such amendments arose. There are many phases of the Charter, however, which time did not permit the 1955 Grand Jury to study fully. It is recommended that the San Francisco Bar Association institute a study to determine whether the weaknesses of the present Charter can be effectively corrected by amendment or if a new Charter is needed. The authority and terms of office of the various commissions - Police, Fire, Public Utilities, Health, and others - should receive attention to assure that each commission has the authority to carry out its assigned duties and that it is free of political pressures which may impede its actions.

### CHIEF ADMINISTRATIVE OFFICER

The impending retirement of Mr. Thomas A. Brooks as Chief Administrative Officer places a responsibility upon the Mayor-elect to choose a successor for this most important post. It is the opinion of the 1955 Grand Jury as a whole that the selection of a future Chief Administrative Officer presents the Mayor-elect with an opportunity and responsibility of transcendent importance. The people of San Francisco have been most fortunate that this office has been held for so long by a man of outstanding character and ability. His successor must measure up to those standards if we are to preserve and enhance the efficiency and honesty of our city government. We urge upon Mayor-elect Christopher, therefore, that he utilize every available avenue to find the man best qualified to fill the post of Chief Administrative Officer. No one other than the best qualified man can give the City the administrative leadership it must have.





## CONFLICT OF INTERESTS

Legislation (see page X hereof) has been recommended by the 1955 Grand Jury and is now pending before the Board of Supervisors, designed to prohibit the Assessor and all non-civil service employees of his office from outside professional and business activities. This legislation was recommended after nearly six months of study by the Grand Jury, and after it became known that the incumbent in the office of Assessor has maintained a private legal practice as a tax consultant bringing him an income of three to four times his salary as Assessor. It is the opinion of the 1955 Grand Jury that this legislation is an urgent necessity. It is gratifying to note that this matter has already been acted upon favorably by the Judiciary Committee of the Board of Supervisors.

It is, moreover, the conviction of the 1955 Grand Jury that the entire matter of CONFLICT OF INTERESTS in all branches of our City and County government should be dealt with forthwith. Present Charter provisions vary as between departments, and are at best indefinite or silent on the subject. The Grand Jury as a whole urges action without delay designed to prohibit any and all situations where a conflict of interest may exist between the duties and responsibilities of public officials and their personal activities.

It is the firm conviction of the Grand Jury that there can be no compromise with the principle that public officials, to faithfully and properly serve the good of the community, must divest themselves of other activities which may in any way conflict with their duties in public office.

The Grand Jury recognizes that there are instances where salary inadequacies have motivated public officials to seek or maintain private professional and business activities. The cure is to provide adequate salaries for all municipal positions, thus removing such motivation.

Both the Federal government, and, to a great degree, the State government, have in recent years seen fit to place such restrictions on public officials. It is no less necessary for the people of San Francisco to do likewise.



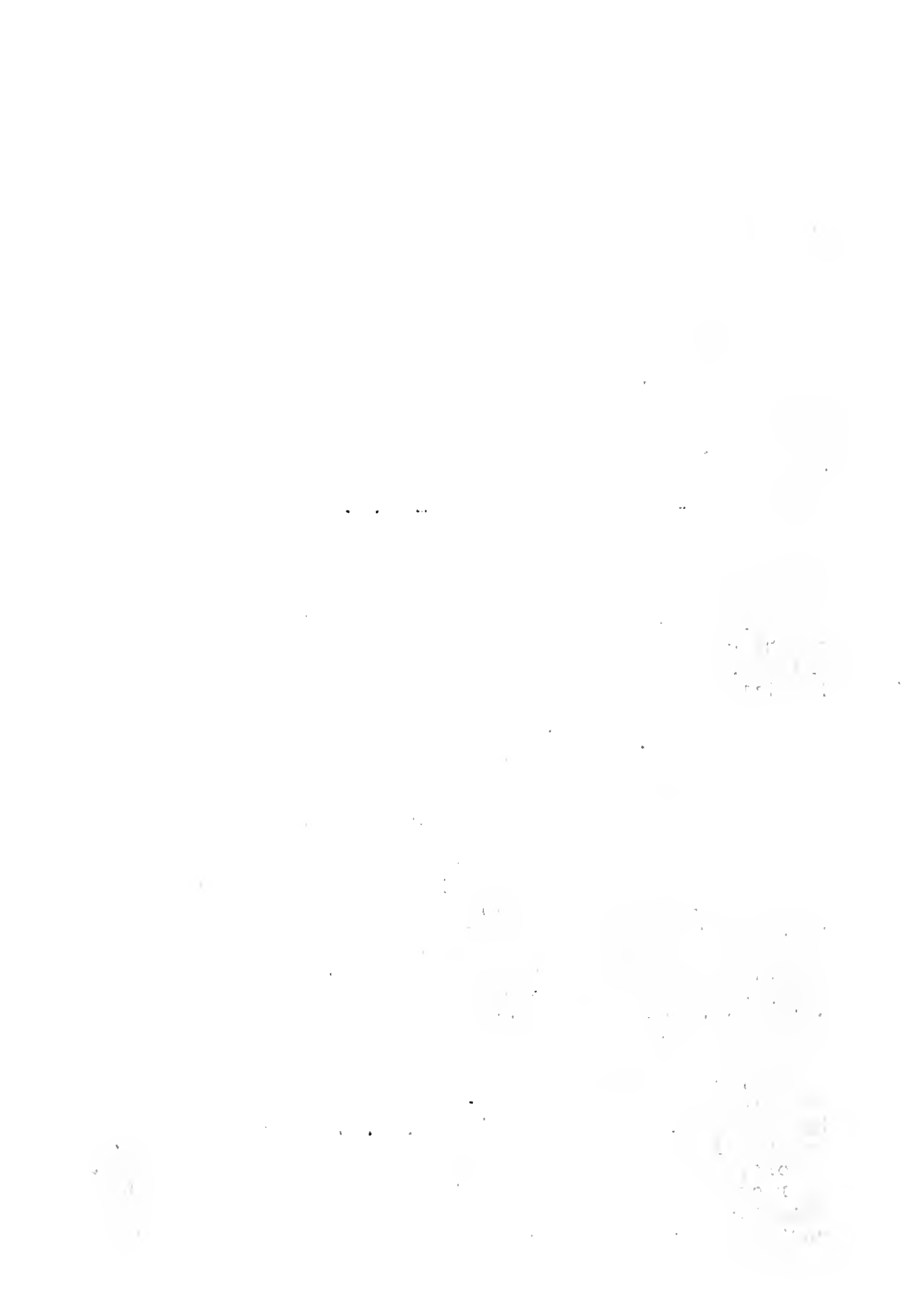
The 1955 Grand Jury has recommended action by the Board of Supervisors to prepare the necessary legislation to accomplish this purpose in the coming year.

### COORDINATION AND COOPERATION OF DEPARTMENTS

Reference to the individual committee reports discloses the need for vastly improved methods of coordination and cooperation between departments. The most obvious lacks in this connection concern efficient use of buildings and other physical facilities. In many instances this coordination could and should be accomplished through the office of the Chief Administrative Officer. Some departments are using space which could be used far more efficiently by other departments, and in some cases sales of property could be effected and purchases of other property, with a saving to the City and a great increase in operating efficiency. Particular attention is called to the reports of the committees on the following departments, all of which show need for coordination in matters of physical facilities:

|                      |                           |
|----------------------|---------------------------|
| City Purchaser       | Department of Electricity |
| Public Administrator | Public Utilities          |
| Recorder             | Public Works              |
| County Clerk         | Sheriff                   |
| City Attorney        | Welfare Board             |
|                      | Parks-Recreation          |

It is the recommendation of the 1955 Grand Jury that the needs for physical plant improvements or changes be studied well in advance of the time when the budgetary requests are submitted by the department heads. All too often, as we saw this year, time does not permit adequate study of the need for such improvements during the period allotted to budget hearings, and either the Chief Administrative Officer, the Mayor, or the Board of Supervisors eliminate sorely needed items merely because of the pressure of time. This, in our opinion, is a poor excuse for failure to take proper action, and can best be corrected by year-round efforts by all concerned. If additional technical assistance is required by the Board of Supervisors, provision should be made for the necessary staff. We recommend, further, that the chairmen of the several committees of succeeding Grand Juries should be in attendance at budget hearings, particularly those held by the Mayor's office.



In addition to the need for improved coordination between departments in relation to physical properties, there is a need for closer cooperation and coordination in personnel matters. An example is that the Public Administrator, the Public Defender, the City Attorney, the Probation Authorities, and the District Attorney all appear to require additional investigators. Another example of need for coordination relates to the need for health officers by other departments. Surely, study should be given to the advisability of the Department of Health providing such professional manpower to other departments. Presently the Sheriff appoints medical and dental personnel to serve in the several jails, whereas it might well prove economical to utilize doctors and dentists presently employed by the Department of Health.

### GENERAL

The 1955 Grand Jury recognizes that certain matters have occupied our time to a degree which has prevented us from devoting exhaustive study to other equally important matters. This we believe to be unfortunate but unavoidable. In view of the time spent on a number of items, we wish at this time to summarize our findings in relation to them, to give emphasis to our conviction as to essential action which must be taken.

1. LOG CABIN RANCH SCHOOL. We urge that this outstanding phase of the operations of the Juvenile Department continue to receive the full support needed to enhance its service to the community. The Master Plan for modernization and rehabilitation of the physical plant there should be implemented by the construction of at least one new building each year. The 1955 Grand Jury is convinced that the present location is a good one and that it should be considered permanent.

2. POLICE DEPARTMENT. The 1955 Grand Jury as a whole devoted a great deal of time to hearings in relation to Police Department matters, in addition to continuing study by the Police Committee. We believe that many improvements have been made as a result of our actions, and urge that succeeding grand juries follow the practice of close scrutiny of police matters to the end that this most essential and vital part of our City Government be kept at maximum efficiency. The need for vigilance to assure a Police Department of the highest standards is not unique to San Francisco. This is of continuing concern in every major city in the nation, and we are certain that the Police Department itself would welcome the close scrutiny and cooperation of the Grand Jury, which is perhaps the best qualified agency to keep a watchful eye on this phase of our City government.



3. TAX ASSESSMENT. The matter of proper tax assessment of both real and personal property has been of major concern to the Grand Jury. It is the conviction of the Jury as a whole that the discretionary powers of the Assessor should be reduced to a minimum. To accomplish this we urge that the Assessor establish proper formulæ to govern assessment appraisals to eliminate some of the inequities which presently exist, particularly in building appraisals. Tax assessments should not be open to the suspicion that they are affected by influence or pressure.

Veterans' Exemptions must be restricted only to those legally entitled to such benefits. A start has been made to correct past deficiencies in this connection, but much more is needed.

Personal Property taxes should be based upon established formulæ, and should not be subject to the bargaining ability of the taxpayer.

It is worthy of mention that increased real property assessments were levied this year in 19 out of 28 cases which the Grand Jury brought to the attention of the Assessor as examples of apparent inequities.

4. CIVIL SERVICE. It is evident that some revisions are necessary in the system of civil service appointments and examinations. Residence requirements need study to determine whether or not the City is suffering from lack of properly qualified applicants for positions in some instances because of requirements that applicants must be residents of the City. Cases were brought to our notice which clearly show the need for some modification so that qualified men and women will be attracted to the service of the City.

5. BOARD OF SUPERVISORS. The 1955 Grand Jury as a whole is convinced that the present structure wherein the City of San Francisco has part-time supervisors is wrong. We recommend unanimously that steps be taken to revise this system so that the Board of Supervisors will be constituted of a lesser number of full-time representatives, adequately compensated, with no outside professional or business activities. The entire administration of the City and County government would be improved by the accomplishment of this change.

6. SALARIES OF COURT EMPLOYEES. All those Superior Court and Municipal Court employees' salaries which are presently fixed by the State Legislature should be fixed under local laws, as in the case of all other city and county employees, and thereby be subject to local salary standardization.

7. BOARD OF EDUCATION. As a result of action by the 1955 Grand Jury, the Board of Education approved the principle enunciated by the Grand Jury that administrators in the school department should be subject to the same procedures for dismissal as apply to the Superintendent. We urge that the Charter amendment, copy of which is attached (pp. XI - XIII hereof), receive favorable action by the Board of Supervisors to place this matter on the ballot as soon as practicable.





### CONCLUSION

The 1955 Grand Jury of the City and County of San Francisco, as its term comes to a close, wishes to express the appreciation of each and every member for the help and guidance we have received during our term of office from all those with whom we have consulted, both within and outside of the City Government. Particularly do we wish to express our gratitude to:

Presiding Judge Theresa Meikle;  
District Attorney Thomas C. Lynch;  
Chief Deputy District Attorney Norman H. Elkington;  
and Grand Jury Consultant David F. Supple.

Each has been a tower of strength, and without their constant help whatever service this Grand Jury may have performed for the People of San Francisco would have been far less. Each of them is a truly devoted public servant.

~~W. J. O. Davis~~  
Hend Magnus  
~~Edo Kewsey~~  
D. Jamison  
Samuel H. Hansen  
Daly M. Sullivan  
Reconlon  
Elmer Skinner  
Robert S. Wright  
St George Golden Jr.  
Wallace S. Towle  
Thomas J. Leuehan  
John V. Heffernan  
Edward Newcomb  
George K. Stein  
William H. Shea  
Robert J. Soler  
John Bender  
Wm. S. Hogan



## CHARTER AMENDMENT

Proposition \_\_\_\_\_

Describing and setting forth a proposal to the qualified electors of the City and County of San Francisco to amend the charter of said city and county by adding thereto section 28.1 providing that the assessor devote his entire time and attention to his office, and prohibiting him and his non-civil service employees from practicing law or engaging in certain outside activities.

The Board of Supervisors of the City and County of San Francisco hereby submits to the qualified electors of said city and county at an election to be held therein on \_\_\_\_\_, a proposal to amend the charter of said city and county by adding thereto section 28.1 to read as follows:

ASSESSOR  
(Continued)

Section 28.1. The assessor shall devote his entire time and attention to the duties of his office. The assessor, his chief assistant or deputy and his confidential secretary shall not engage in the practice of law; nor shall they engage in any professional or business activities incompatible with the interests of the city and county. Violation of any of the provisions of this section shall constitute official misconduct for which any of said persons, found guilty thereof, shall forfeit his office or employment and shall be forever after debarred and disqualified from being elected, appointed or employed in the service of the city and county.



## CHARTER AMENDMENT

### PROPOSITION \_\_\_\_\_

DESCRIBING AND SETTING FORTH A PROPOSAL TO THE QUALIFIED ELECTORS OF THE CITY AND COUNTY OF SAN FRANCISCO TO AMEND THE CHARTER OF SAID CITY AND COUNTY BY AMENDING SECTION 135 THEREOF, RELATING TO THE POWERS AND DUTIES OF THE BOARD OF EDUCATION IN THE REMOVAL OF EMPLOYEES FROM ADMINISTRATIVE POSITIONS IN THE SCHOOL DISTRICT.

The Board of Supervisors of the City and County of San Francisco hereby submits to the qualified electors of said city and county at an election to be held therein on June 5, 1956, a proposal to amend the charter of said city and county by amending Section 135 thereof, so that the same shall read as follows:

NOTE: Additions or substitutions are indicated by bold face type; deletions are indicated by ((double parentheses)).

#### Powers and Duties of Board of Education

SECTION 135. In addition to the powers conferred by the general laws of the state and other provisions of this charter, the board of education shall have the power to establish and maintain such schools as are authorized by the laws of the state as the board may determine, and to change, modify, consolidate or discontinue the same as the public welfare may require.

The board shall also have power to employ such teachers and other persons as may be necessary to carry into effect its powers and duties; to fix, alter and approve their salaries and compensations, except as in this charter otherwise provided, and to withhold for good and sufficient cause the whole or any part of the wages, salary, or compensation of any person or persons employed as aforesaid; and to promote, transfer and dismiss teachers, but no teacher shall be dismissed from the department except for insubordination, immoral or unprofessional conduct, or evident unfitness for teaching. Appointment, promotion, assignment and transfer of deputy or assistant superintendents, principals, assistants, teachers and all other certificated employees shall be made by the board of education upon the recommendation of the superintendent of schools. All promotions of teachers shall be based solely on merit. Nothing in this section shall be construed to prevent the board from removing teachers as provided in this charter and the laws of the state. Charges against teachers must be made in writing by the superintendent after investigation and shall be finally passed upon by the board after giving the accused teacher a fair and impartial hearing before said board.

All teachers, heads of departments, ((vice-principals)) assistant principals, principals, supervisors and



directors shall be classified as permanent employees in their respective positions after they have been successfully employed in such positions in the school department for a probationary period of three years. In the absence of any action to the contrary by the board of education at the end of the third year of such employment, the classification shall be considered as permanent. Heads of departments, assistant principals, principals, supervisors, directors and occupants of such other administrative or supervisory positions which now or may hereinafter be designated for permanent classification by virtue of this charter, may be removed from said positions as in this section hereinafter provided, for misconduct or incompetency after charges setting forth the nature and character of said misconduct or incompetency are filed against the said employee. Said charges must be in writing and shall be signed by the superintendent of schools. A copy of said charges, together with a notice of the time and place of hearing on the same, shall within five days after the filing of the same be served upon the said employee. The mailing of a copy of said charges, with notice of time and place of hearing on the same, by United States registered mail, with the proper amount of postage prepaid thereon, addressed to said employee at his last known place of residence, shall be deemed to be a service of said charges as provided for in this section. A public hearing on said charges shall be had by the board of education not less than ten, nor more than twenty, days after the filing of said charges, provided that full power and authority is hereby given to the board of education to continue said hearing from time to time not to exceed sixty days from the commencement thereof, provided that for good cause said board may grant a further continuance of said hearing. The employee shall have the right to answer said charges, to appear at the hearing thereof and to be represented by counsel thereat for the purpose of defending himself against said charges. Pending the determination of said charges, the employee may be suspended from his position by a majority vote of the board of education. If the board of education after hearing said charges shall by a two-thirds vote of all the members, determine that said charges have been sustained, it may by the same vote remove said employee from his position. No member of the board shall be entitled to vote on the charges or removal of said employee unless he or she has been present at the entire hearing of such charges, provided that any member of the board who has not been present may vote for the removal of the employee, if such member has read a transcript of all the testimony taken on said hearing during his absence therefrom, and shall file with the board an affidavit to this effect. If said charges are not sustained by a two-thirds vote of all the members of said board, or if after said charges are sustained, the employee is not removed from his position as a result thereof, said employee shall be reinstated in his position and shall be allowed his salary for the time that he has been under suspension, together with the costs of defending himself against said charges, including a reasonable fee for his attorney to be fixed and allowed by the board. If the charges are sustained, and as a result thereof said employee is removed from his position, no further salary for that position shall be allowed to said employee





from the date of his suspension. In the hearing and determination of said charges filed against said employee, the judgment of said board of education shall be final unless in determining the sufficiency of said charges said board of education commits a clear abuse of discretion.

The procedure set forth hereinabove shall only be applicable to the removal of the employee from his administrative position and not to removal as a teacher. Removal as a teacher shall be as provided in the laws of the state.

A deputy superintendent or assistant superintendent shall be classified as a permanent employee in such position in the school department in which he was permanently employed immediately prior to his appointment as deputy ((.)) or assistant.

Non-teaching and non-technical positions, and positions not required by law to be filled by a person holding a teaching or other certificate as required by law, shall be employed under the civil service provisions of this charter and the compensations of such persons shall be fixed in accordance with the salary standardization provisions of this charter.

The board of education shall have power to grant and to renew, and for insubordination, immoral or unprofessional conduct or unfitness for teaching, to revoke teachers' certificates.

The board shall establish regulations subject to the approval of the controller for the disbursement of all moneys belonging to the school department or the school fund or funds, and to secure strict accountability in the expenditure thereof, and to provide for the prompt payment of all salaries due and allowed to officers, teachers and other employees of the school department.

Notwithstanding any other provision of this charter to the contrary, the board of education of the San Francisco Unified School District may authorize payment of the annual compensation of certificated employees in twelve equal payments, the first such payment being made on or before the 5th day of August of each school year, and continuing each month thereafter until the full annual compensation shall be paid, provided that the last equal payment shall be made not later than the 5th day of July of the succeeding school year, and provided further that in the event that the certificated employee for any reason does not perform the full year of service, said certificated employee shall receive only such amount as is authorized by the ((school)) education code of the State of California. In the event said certificated employee has been paid an amount greater than such employee is entitled to receive under the provisions of the ((school)) education code of the State of California, said certificated employee shall be liable therefor and within thirty days after such excess payment said certificated employee shall reimburse the San Francisco Unified School District for the excess, and said certificated employee shall not be paid any of his retirement accumulations or credits until the San Francisco Unified School District has been reimbursed for the said excess.

The board shall, between the 1st and 21st days of May of each year, adopt a schedule of salaries for the next ensuing fiscal year for teachers and other employees of the school department. Compensations of non-teaching and non-technical employees shall be fixed in accordance with the salary standardization provisions of this charter.



## MAYOR

This Committee has visited and inspected the office of the Mayor on several occasions.

A study of the operations of that office discloses that the personnel, both civil service and non-civil service, are courteous and efficient, both in the administrative and secretarial branches, and no employee in the Mayor's office has any outside employment.

The incumbent Mayor, Honorable Elmer E. Robinson, now concluding two terms as Mayor of San Francisco, deserves particular mention by this Committee for what it is felt have been outstanding accomplishments of the various city departments in direct service to the people of San Francisco during his administration.

Monies voted for specific projects by the people have been spent promptly and wisely; essential street paving has been carried forward with speed and efficiency; twenty-four playgrounds have been built and placed into operation; branch libraries have been established in areas where they were badly needed - and we note, with approval, these structures have taken no land from the tax rolls.

The world's greatest airport is now the property of the City and County of San Francisco, and we credit Mayor Robinson with extraordinary efforts to attract more and more business to this airport, thus making it an increasingly greater asset to the City.

Construction of new firehouses, the rehabilitation of old ones, revisions of the alarm system, have resulted in a higher rating for this city by the Pacific Rating Bureau, with a consequent substantial saving of premiums on fire insurance for the people of San Francisco.

The great Hetch Hetchy system has been extended with the addition of the Cherry Valley Reservoir - a priceless water supply, which will serve San Francisco throughout the foreseeable future.

The inauguration of a tow-away program on greatly congested traffic arteries at peak hours was accompanied by some misgivings, but it has proved to be an exceptionally effective instrument for the rapid and orderly movement of traffic.

At the same time, while making a frontal assault on the Number One problem of our American cities - traffic - the Mayor has consistently supported the expansion within the Police Department of a traffic bureau.

Public-spirited citizens have been invited to serve on the "San Francisco Forward Committee", and citizens of



(Mayor, continued)

financial acumen have been invited by the Mayor to serve on bond-screening committees to give the public-at-large the benefit of their experience and considered judgment regarding various bond issues.

We note with approval that Mayor Robinson has carried the name of San Francisco, and enhanced her prestige, throughout the world.

By his positive action, international conferences have been held in this City.

Mayor Robinson has represented our people and our city with distinction at international conferences in Vienna, Windsor and Rome. He has invited heads of state to this City, and has done far more than would normally be expected to win favorable attention and enduring good will for the City of San Francisco.

We note - again with approval - that the Mayor's relations with other branches of city government have been cordial and cooperative. We feel that his eight years of service to San Francisco have been eight years of distinguished service for which he deserves commendation.

We note, with some misgivings that the Federal Legislative Representative, an appointee of the Mayor, whose contract of employment has been confirmed by the Board of Supervisors, is, as an attorney, frequently engaged in litigation against the City and County of San Francisco. We believe that such private practice is incompatible with his employment by the City and County of San Francisco

GEORGE K. STEIN, Chairman

WALLACE S. TOWLE

RAPHAEL SAMPSON



## CHIEF ADMINISTRATIVE OFFICER

Your Committee has had the pleasure a number of times of discussing with Mr. Thomas A. Brooks, Chief Administrative Officer, and with his then assistant, Mr. Ben G. Kline, the functions, responsibilities and problems of that office, the area of local government over which the Chief Administrative Officer has jurisdiction, and the relationship of his office to other departments and agencies.

The Chief Administrative Officer is responsible for the direction and supervision of the following departments: Public Works, Public Health, Purchasing, Finance and Records, Real Estate, Electricity, Coroner, Agriculture, Weights and Measures. The charter framers deemed the functions of those departments to be administrative rather than policy making--of a business rather than a governmental nature--and arranged that they should be administered under the supervision of an official removed from politics and political pressures. Their wisdom has been proved by the conduct of the office.

The Chief Administrative Officer attends meetings of the Board of Supervisors and committees thereof, sits as a member of the City Planning Commission, acts as chairman of the city's Regional Service Committee (having to do with better urban-rural relations), administers the city's publicity and advertising fund, and hears and acts on appeals regarding actions or decisions of departments under his jurisdiction.

The office of the Chief Administrative Officer, with a minimum staff, and the departments under the Chief Administrative Officer are efficiently and economically managed in the best interests of the community and its taxpayers.

The city is very fortunate in having had the services of Mr. Brooks as Chief Administrative Officer for the past 23 years. He came to the city government from private business at the inception of the then new charter in 1932 as Purchaser of Supplies. He was named Chief Administrative Officer in 1941, succeeding the late Alfred J. Cleary, and has held the office with distinction since that time. At the request of the incoming administration Mr. Brooks has agreed to continue in office to aid the new Mayor.

The fact that he continues to merit the confidence of the public to an extent shown to few individuals bespeaks the highest praise of Mr. Brooks' business acumen and integrity as well as his loyal and devoted service to the City and County of San Francisco.

Respectfully submitted,

JOHN W. BENDER, Chairman

ROBERT S. McKNIGHT

WILLIAM S. HOGAN





CONTROLLER: TREASURER: PURCHASER: RETIREMENT BOARD: FINANCE  
AND RECORDS

The Committee met with Mr. Harry D. Ross, City Controller, on the inspection of this department. As controller, Mr. Ross is directed by ordinance with the fiscal responsibility and administration of the City and County. Under the Annual Appropriation Ordinance he is authorized and directed with the accountability of receipts and expenditures for the various City departments appropriated therein. Due to the complex nature of budgetary requirements, the Controller must rule on the legality of department expenditures as to compliance with the charter and ordinance provisions.

The Controller's office is administered on a sound businesslike and professional basis, which is reflected by capable assistants and general office procedures. Its system of checks and balances is recognized as sound accounting for such municipalities. Perhaps at some future date the City space requirements would allow the incorporation of the Payroll Department with the general office setup, rather than the basement quarters it now occupies, for a more efficient operation.

The accounts of the Controller, Public Service Enterprises, San Francisco Unified School District and Employees' Retirement System are audited annually by certified public accountants. Under Section 66 of the Charter, the Controller's Audit Staff examines the offices of the Treasurer and the San Francisco Airport.

All statistical data and reports of examination can be found in the Annual Report of the Controller for the fiscal year ended June 30, 1955.

Your Committee wishes to restate the high praise given Mr. Ross by previous grand juries, and say that the City and County of San Francisco is fortunate indeed in having a person of Harry D. Ross' caliber as its controller.

Treasurer

As the City Treasurer, Mr. John J. Goodwin is strictly governed in the performance of his duties by the laws of the State of California, as well as by City charter and ordinances. In addition to the depository nature of this office, the Treasurer administers the records of the state inheritance tax for this county. This department alone on a fee basis earned in excess of some \$30,000.00 as commissions from inheritance tax collections.

It must be noted that the recommendations made by the 1953 and 1954 Grand Jury committees have not yet been completed. Those reports provided for the modernization of this office with respect to the tellers' cages and installation of bullet-proof glass therein, as well as a modern system installation for the safekeeping of bank collaterals and City bonds.



## (Treasurer, continued)

This Committee feels that it should reiterate the above recommendations. Such precautionary measures should be looked upon as an investment rather than an expense to be deleted from a budget.

This department is run on a sound, economical basis, reflecting the many years of capable administration under Mr. Goodwin. It is audited by the Controller's General Audit Staff annually, and such statistical data and reports of examination can be found in the Annual Report of the Controller.

## Purchaser

The Purchaser operates under the City Charter to supply the complex needs of the various city departments. Its primary function is to supply the materials and equipment necessary to operating a large municipality. This department was efficiently and capably administered by the late Harold Jones, and more recently by the newly appointed Mr. Ben G. Kline. In addition to the ever increasing demands of purchasing, this office is charged with the Control of Sales and Inventory Division, Tabulating and Reproduction Bureau, and the Central Shops and Warehouses. The Purchaser, in addition, is the administrator of the Procurement Division of the San Francisco Disaster Council and Corps. The office operates in a businesslike manner under capable leadership while improving methods constantly to better service the City's ever increasing needs in all phases of operations.

## Finance and Records

At the date of this report, the abovenamed department is under the supervision of the office of the Chief Administrative Officer, and as such its operation and procedures are incorporated in that department.

## Retirement System

The San Francisco City and County Employees' Retirement System was established by the Board of Supervisors in 1922 acting under Article XVII of the Charter, adopted in 1920. It was established to provide retirement and death benefits for public employees and officers appointed by the Mayor or elected. Over the years various groups of employees have been brought into the System, such as the Police and Fire departments and the Unified School District. The System is administered by the Retirement Board, consisting of seven members: the president of the Board of Supervisors, the City Attorney, three active members of the System elected by the membership, and two members appointed by the Mayor, one of whom is an officer of a bank and the other a resident official of a life insurance



(Retirement System, continued)

company. The present active membership is approximately 19,000 and approximately 4,300 retired employees or their beneficiaries are receiving monthly benefit allowances.

Mr. Ira G. Thompson, Secretary of the Board, is well qualified to administer its complex accounting system found in such an agency. This department is similar to a large life insurance company and is strictly governed by Charter provisions. Mr. Thompson informs the committee that this year the System had two actuarial audits in addition to the annual audit by certified public accountants.

The statistical data and reports of examination can be found in the Annual Report of the Controller for the fiscal year ending June 30, 1955. As has been found in previous grand jury reports, this department requires additional space to operate efficiently. This department must maintain a large number of files and records which are indispensable to its operation. It has payroll records which are the only documents of its kind for this city's employees. At present, Mr. Thompson has plans under submission to the Department of Public Works for expansion to the Civic Auditorium for space which has been vacated by the Department of Education.

This department is run efficiently and capably, as is attested by its fine record of achievement over the past thirty-odd years and the service it renders to the City and County of San Francisco.

Respectfully submitted,

WILLIAM H. SHEA, Chairman

GEORGE K. STEIN

GEORGE L. LEVISON



## COUNTY CLERK, RECORDER-REGISTRAR, PUBLIC ADMINISTRATOR

### Public Administrator

The Public Administrator, Mr. W. A. Robison, and the members of his staff have given this committee complete cooperation throughout our term.

Examination was made by the Peter Barrett Co., C.P.A. as of January 3, 1955, of the books and records of this department. We therefore accept this for the record as a part of our report as it affirmatively appears in the report that all real and personal property, cash, securities and jewelry belonging to estates of decedents administered by the Public Administrator have been fully accounted for.

A condition still exists of crowded quarters, which has repeatedly been reported by former Grand Juries. Something should be done to provide adequate storage, sufficient office space and that the office be more accessible to transportation.

The names, "Chief Investigator" and his assistant from General Clerk (B-222) to "Assistant Investigator" should be used and graded accordingly. The duties of these positions are utterly foreign to the duties of a "Clerk" of any kind. These positions necessarily involve public relations, experience, judgment and a degree of executive ability, which commands a salary higher than clerical positions.

### Recorder-Registrar

Mr. Thomas A. Toomey, Registrar, and his associates have cooperated with this committee.

Most alarming to us is the fact that \$31,400 per year is spent for two obsolete warehouses for the storage of costly voting machines. Plans are complete - land is available. Good business judgment should dictate the construction of a new warehouse to house our present voting machines, plus those approved on future purchases.

### County Clerk

Mr. Martin Mongan has been most cooperative, and has asked an appropriation of \$3,000 to help alleviate the situation in the City Hall basement storage area of the County Clerk's office and to provide improved lighting facilities to the civil and probate departments of the County Clerk's office.

ST. GEORGE HOLDEN, Chairman

JOHN W. BENDER

EDWARD B. NEWCOMB





DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER

District Attorney

Your 1955 Grand Jury Committee for the District Attorney's office has met with the District Attorney, Mr. Thomas C. Lynch, visited this office, and observed it in action. We found this office to be functioning in an extremely efficient manner.

The staff consists of 26 lawyers and 33 persons doing clerical and investigative work. The clerical members are civil service employees and the remaining members are appointed by the District Attorney.

The work done by the District Attorney's office comprises many fields. For instance, there is a complaint division conducted by this office where citizens may register criminal complaints. Several thousand of these are made during the year, all of which must be heard and investigated, and which range from comparatively minor complaints, such as disturbing the peace, to major felonies such as rape, robbery, etc.

Other functions of the District Attorney's office are in connection with the Juvenile Court at the Youth Guidance Center, at sessions of the Superior Court at the San Francisco Hospital, Psychopathic Ward, and with the Grand Jury.

The Family Relations Bureau and the Aid to Needy Children investigative units are located at 580 Washington St. The Family Relations Bureau hears all complaints in which the family relationship is involved. These complaints cover battery, wife and child abandonment, bigamy and many other offenses against the family relationship. The investigative unit of the Aid to Needy Children investigates applications for aid for children when it is claimed they have been abandoned by one or both parents. Many fraudulent cases were involved where the responsible parent, or both, were well able to support the children and family. Through this investigative department of the District Attorney's office well over \$300,000 is saved annually to the City and County of San Francisco.

The District Attorney's office prosecutes approximately 25,000 to 30,000 misdemeanor cases during the year, and several thousand felony cases.

Unfortunately, a shortage of investigators exists in this department, and while a request for five more investigators has been made, this request has yet to be granted. It is hoped that this situation will be corrected in the near future when application is again made.

Your Committee has had many contacts with the District Attorney's office, and it is our opinion that this office, under the leadership of Mr. Thomas C. Lynch and his Chief Deputy, Mr. Norman Elkington, is operating in a thoroughly efficient manner.



(District Attorney, continued)

We wish to acknowledge the cooperation of the District Attorney's office and its staff and to commend Mr. Lynch and his associates for the service they are giving to the City and County of San Francisco.

City Attorney

Your 1955 Grand Jury Committee for the City Attorney's office met with the City Attorney, Mr. Dion R. Holm, inspected the physical set-up of this office, and observed the tremendous volume of work for which this office is responsible. We were impressed throughout with the efficient manner in which this office operates, in spite of extremely crowded conditions. In fact, the City Attorney is so crowded for space that Mr. Holm blocked off a portion of what would normally be the corridor of the City Hall and has used part of it for a reception room, clerks' desks, PBX switchboard, and the main portion of the City Attorney's library. There are a few good offices that have natural light, and these offices have attached to them inner rooms without any natural light and without ventilation, which are occupied by attorneys. One room has a half-length partition that separates two attorneys, and in the remaining portion of the room there are four attorneys endeavoring to do their legal work. It is obvious that attorneys cannot properly interview witnesses and officials of the City with whom they are required to do business, resulting in a disturbance of the other occupants of this room and making it undesirable for the person, and particularly the stranger coming into a room, to talk to one lawyer with five others in a position to hear what is said.

There are well over a thousand lawsuits ready to be tried in the City Attorney's office and, in theory, any one could be called to trial within a day's notice. The City is sued, or the City Attorney institutes suit in behalf of the City, at the rate of eight suits a week throughout the year. During 1954 the City Attorney's office disposed of over 500 suits by trial or settlement.

Trial work of the City Attorney's office represents only a portion of the work done. The City Attorney is responsible for all of the civil legal work of the City and County, part of that of the School Department, and for all the legal work of the Redevelopment Agency and the Parking Authority. Other duties include the preparation of written opinions to all elected and appointed officers, commissioners and heads of departments of the city government when requests for these opinions are made; preparation of contracts, approval of bonds, review of all ordinances as to legality, passed by the Board of Supervisors, preparation of bond issues, litigation in Federal Court, and suits with the United States Government.

It is your Committee's opinion that the office of the City Attorney is operating under the severe handicap of limited



(City Attorney, continued)

and insufficient space, and with considerable lack of privacy. Even so, we wish to compliment Mr. Holm upon the efficient and capable manner in which his office is conducted.

Public Defender

Your 1955 Grand Jury Committee for the office of the Public Defender presents the following report.

The statistics of the cases handled by the office of the Public Defender are a matter of public record, and this Committee does not wish to take up valuable time and space to enumerate them in detail, especially since such facts are readily available.

From investigation made by the Committee, and from a voluntarily submitted clear, concise and detailed report made by the Public Defender, Mr. Edward T. Mancuso, certain facts stand out.

The most noticeable fact is that the Public Defender has no confidential secretary. He is forced to rely on such secretarial help as is available when he calls for it. Due to the fact that communication between a client and his attorney is confidential, no matter how indigent the client, it is of the utmost necessity that the attorney should have always at hand a confidential secretary upon whose discretion he can rely. This confidential secretary should be one appointed by the Public Defender himself, to insure this confidence and discretion.

Further, the office of the Public Defender has but one investigator for all the cases coming before this office. This office should have additional investigators if it is to serve the City and County of San Francisco as a fully efficient unit.

Your Committee believes that the Public Defender, Mr. Mancuso, is to be congratulated on the excellent job his office is doing even with the handicap of insufficient personnel.

WALLACE S. TOWLE, Chairman

ROBERT S. McKNIGHT

JOHN W. BENDER



SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, AND  
ADULT PROBATION

General

Your committee on the Superior and Municipal Courts and the Adult Probation Department submits its report as follows:

As has been the experience of preceding grand juries, our frequent visits and inspections to the various departments of the Superior and Municipal courts have demonstrated to us the total inadequacy of the housing and facilities available to the courts and their affiliated departments of the City and County. We therefore asked for, and received, in June, 1955, a resolution from the grand jury as a body endorsing a bond issue for a new court house. This bond issue was submitted to the voters at the municipal election on November 8th as Proposition "B"; however, it is with extreme regret that we now must note that this proposition, while being given a substantial affirmative vote, failed to receive the necessary two-thirds majority for passage. The citizens' committee formed to promote this proposition, and the other members of the bench and bar, are to be commended for the tremendous amount of effort put forth in their endeavor to bring about the correction of the totally unwarranted conditions at present existing by reason of lack of space. The bond issue failed by a narrow margin to attain the necessary two-thirds. Our investigation reveals to us that there are two schools of thought as to whether the City of San Francisco should build a new court house or a new office building to be occupied by the administrative and legislative offices of the city. We therefore recommend that all parties interested on both sides get together and formulate some concrete plans which may be submitted to the voters in the very near future, carrying the 100% endorsement of all concerned.

Superior Court

It is with a great deal of pleasure that your committee is able to report the efficiency of operations in the Superior Court under such trying conditions, under the able guidance of Presiding Judge Theresa Meikle. We could not help but note the unusual spirit of cooperation amongst all of the judges in assisting in the disposition of the tremendous case-load of cases that comes before the court. One factor largely responsible for the expeditious handling of the business of the court is the very competent manner in which the master calendar is maintained by the secretary's office. This assures a sufficient number of cases ready for trial at very short notice to keep all departments of the court busy at all times. The master calendar is in excellent condition. The period of waiting from the time of filing a "memorandum-to-set" and the actual date of trial compares favorably with any large city in the United States. The attached balance sheet, dated October 31, shows the present condition of the master calendars of the Superior Court. Another responsibility with which the office





## (Superior Court, continued)

of the secretary is charged is that of the selection of persons to serve on trial juries. Every effort is made to have the panels composed of truly representative cross-sections of the community, chosen strictly by lot, and the maze of clerical detail necessary to bring this about is very well handled.

Your committee made an extensive visit to the division of the Superior Court located at the Psychopathic Department of the San Francisco Hospital, and was extremely impressed with the patient and humane manner in which Judge Twain Michelsen presided and the understanding manner in which he disposes of the matters coming before him.

## Municipal Court

In the early period of our term of office our attention was called to the glaring inadequacies in remuneration of various employees of both our Municipal and Superior courts. This in turn was brought to the attention of the grand jury as a whole, whereupon resolutions were adopted favoring the salary adjustments suggested and embodied in legislation subsequently adopted by the state legislature. In the Municipal Court, again, your committee was impressed with the speed and efficiency with which cases are handled under most difficult circumstances brought about by the lack of adequate space. Under the capable and understanding leadership of presiding judges Lenore Underwood and Raymond J. Arata, numerous changes in procedure in the Small Claims Court were brought to our attention, and resolutions concerning these are now before the grand jury as a whole for consideration. The grand jury has adopted a resolution recommending that the filing fees in Small Claims actions be increased from \$1.00 to \$3.00.

## Adult Probation Department

Your committee has made visits to this department in its new quarters at 604 Montgomery Street, which were found to be entirely adequate, well appointed, and in excellent condition. This department, under the very capable guidance of Mr. John D. Kavanaugh, Chief Probation Officer, is doing a splendid job in carrying a case load considerably in excess of that which the staff available should be required to handle. For example, this office has sixteen probation officers, each carrying an average of 240 cases, whereas the national standard for this type of work is only 75 cases per officer. We therefore find that this department is in need of an additional five investigators, and we urgently recommend that this additional personnel be provided as quickly as possible. This is a matter involving not only the welfare of the individual offenders but also the safety and well-being of the entire



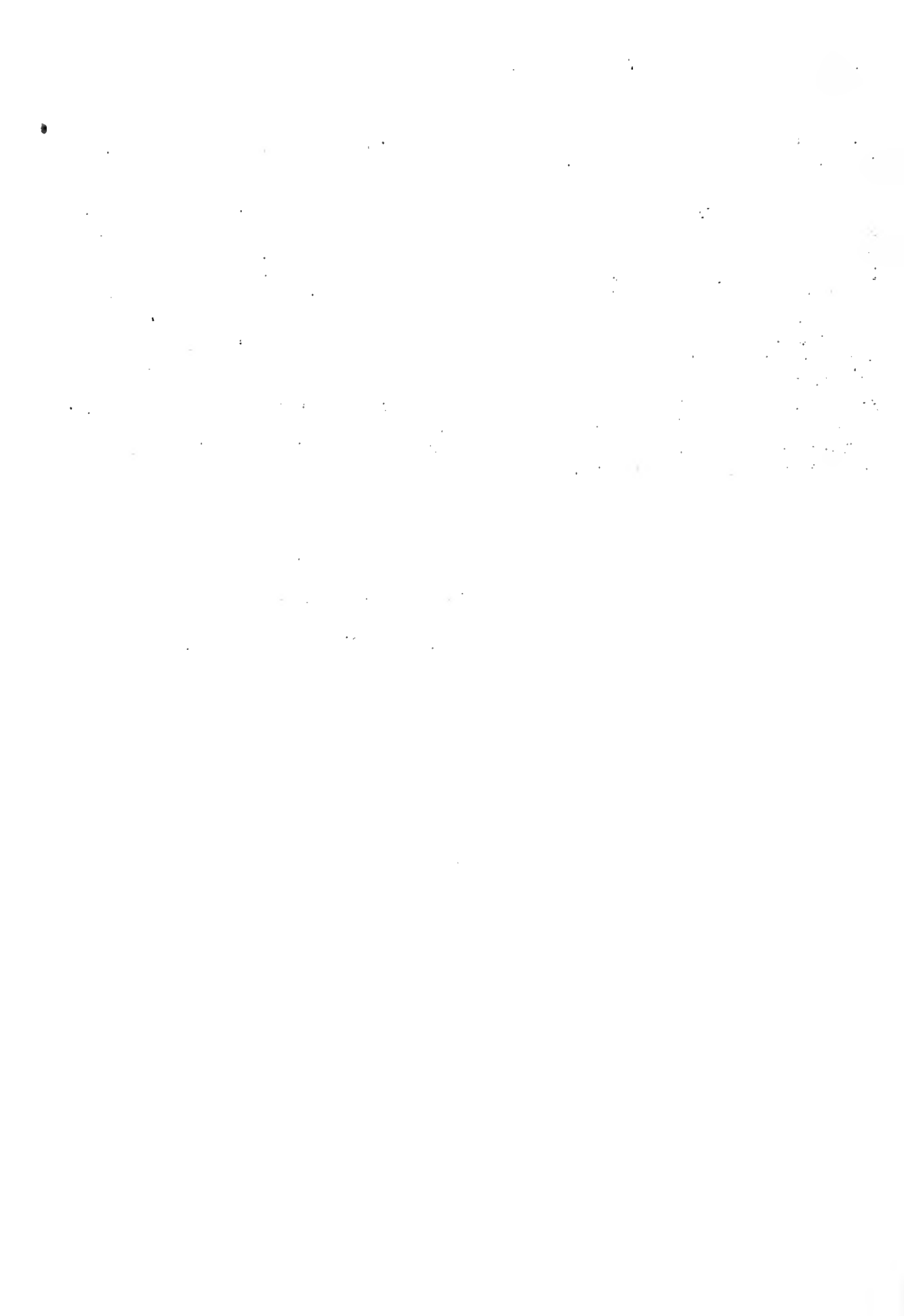
community, and sufficient personnel must be available in this department to insure complete coverage of every case.

In conclusion, this committee, after visits and consultations with the Adult Authority at San Quentin, the Psychopathic Department at the San Francisco Hospital, and the Adult Probation Department, finds that there is an extremely urgent need for some type of rehabilitation commission to coordinate the work being done to assist these unfortunate people and to eliminate the very large number of "repeaters", or repetitious offenders, in these categories. We recommend to the newly elected Mayor and to the Board of Supervisors that the necessary steps be taken to set up some such commission for the welfare and rehabilitation of these unfortunate citizens and, consequently, benefit to the entire community of the City and County of San Francisco.

EDWARD B. NEWCOMB, Chairman

THOMAS J. LENEHAN

ST. GEORGE HOLDEN, JR.



## POLICE DEPARTMENT, CORONER, LIQUOR PERMITS

### Police Department

#### General

The type and degree of police activity is determined to a large extent by the attitude of each community. The City of San Francisco has never required nor supported a "blue-nose" type of police policy. Within these limits we have enjoyed the benefits of the work of what is basically a good police department.

Your committee has had a rather unique experience this year in having worked with two Chiefs of Police, under whom a considerable difference in attitude in the department was observed.

During the first part of the year there were occasions on which there was an apparent lack of desire by the Police Department and/or the Police Commission to bring disciplinary action in several cases where questionable activity had been brought to the attention of the Grand Jury. It was observed that the tendency was for the superiors to "explain away" subordinate's faults and for the department to "close ranks" rather than discuss the particular problems realistically. In some cases conditions which should most certainly have been known to the department were cause for the origination of action from the Attorney General's and District Attorney's offices rather than from the Police Department.

Under the more recent leadership of Chief George Healy, both in his capacity as Acting Chief during the former Chief's unfortunate illness and more recently as Chief of Police, there has been a definite change in the atmosphere of the Police Department. This is evidenced by forthright and immediate disciplinary actions having been started in the department and, in some cases, completed before the public became aware of wrong doing by members of the department. Discussions between members of the committee and the administrators of the department have been open and there has been a complete willingness on the part of the police to discuss problems fully. It is our belief that the rank and file in the department have reacted favorably to what we consider to be a more positive leadership.

#### Current Improvements

Recently the department has inaugurated a Planning and Research unit which follows a modern trend in other areas, including Los Angeles, Seattle, Boston, New York, St. Louis, etc. This unit has undertaken the revision of the Crime Reporting System (unchanged since 1937) which should result in an accurate and complete record system to be operated on a 24-hour basis. The unit is also studying and revising



the existing "Orders" and "Rules and Regulations", the condition of which has been responsible, in part, for lack of coordination and control within the department. No major study nor consolidation of the "Orders" (issued at the rate of approximately three a week) nor the "Rules and Regulations" (574 currently) has been attempted since 1937. The Planning and Research unit, under the command of Deputy Chief John Engler, has now codified the "Orders" and "Rules and Regulations" and prepared a preliminary draft for review by the members of the department. The Police Commission will receive a completed draft for adoption early in 1956. Included in the new draft is a specific "spelling out" of the basic rules of discipline and the establishment of "Manuals of Procedure" for the primary operating units, which will clearly fix responsibility for performance of assignments and provide bases for supervision. This development of the new "Rules" and "Manuals" should have far-reaching effect in raising and maintaining morale. A rating system has been in use for some time and it still is progressing through its formative stage. In another year or so this system should prove valuable in increasing and maintaining the efficiency of the department.

### Personnel

In working with members of the Police Department your committee has been convinced that the lack of sufficient civilian clerical personnel has hurt the over-all efficiency of the department. The FBI has just issued a summary report on the subject and, where the national average is 9.6% of civilian employees in Police Departments, San Francisco has a percentage of 6.54%. Incidentally, San Francisco is one of a group of cities of over 250,000 population which group has an average of 10.8%. Much has been said to support this low average on the basis that uniformed personnel, unable to perform other police duties, have been able to continue employment in these clerical capacities. The employment of additional civilian clerks would release only able-bodied uniformed men to active duty and, in addition, would permit the Police Department to perform public services that are common in other areas.

Police work has undergone considerable changes throughout the years and, with the development of new techniques, there is a requirement for higher skills and training in the department. Funds for a mobile laboratory and technicians to staff it were denied in the 1955-56 budget. The committee feels that this is an appropriate place for the expenditure of public funds in advancing technical training for the proper gathering of evidence and the development of trained personnel for specialized equipment.

Days off and vacations create a condition where sergeants are substituted for lieutenants in the various districts. This procedure robs supervisory personnel and can be





corrected only by creating more lieutenancies or consolidating some of the districts. Your committee recommends that a thorough survey of the department be instituted to determine the feasibility of combining outer, quiet districts into fewer units and thereby releasing some supervisory personnel for area patrol. Increased use of radio patrol cars raises questions of number and placement of district stations. This plan, if practicable, would release lieutenants to relieve the conditions noted above. Supervision would be greatly improved. No positions would be abolished.

Lack of supervision of personnel and functions is in part due to the failure of the Civil Service Commission to anticipate requirements. During the past year, for example, the list of lieutenants was exhausted on January 1st. The Chief had warned the Civil Service several days before that this condition obtained. On August 1st another request was made along with the statement that there were four positions to be filled. The examination was then announced and will be held on December 3rd, which will make the eligible list available in January - a year too late. The existing condition requires personnel to accept responsibilities beyond their classifications. There are now six lieutenancies vacant and being manned by lesser grades, temporarily.

The position of Police Criminologist has been vacated by retirement. It is proposed to fill this opening with a one-man examination on December 3, 1955, which is certainly contrary to the best interests of the city in its attempt to find the best qualified personnel for a highly skilled position. It is our opinion that in a peculiar situation, such as this, that the residence requirement, which is a throw back to ancient history, be waived when sufficient qualified candidates cannot be found in the city to take a competitive examination. This procedure is open to severe criticism and the criticism, in this case, is not to be implied as being directed at the man involved, who may well be the best man for the spot.

#### Accident Investigation

It has come to our attention, through the public press, that certain bad practices have been in use in the Accident Investigation Bureau, and that there is some concern that these abuses will be continued. Only five men were moved out of the bureau, two of whom have been specifically mentioned in disbarment proceedings against two attorneys. There are 60 or 70 men in the bureau. The supervising lieutenant has been retained in command. Suggested reforms, as published in the press, have not been adhered to in practice, and the criticism still stands, as of this writing, that interested parties are unable to acquire accurate and complete information unless some arrangement is made with one of the members of the bureau.



This committee believes that in attempting to better the conditions, as reported, that the rank and file personnel of the bureau be rotated at regular intervals, that in view of past practices, policies set by the supervisor be reviewed periodically by the Chief and/or Police Commission. Complete reports consisting of the standard form and all supplementary information, including diagrams, on all accidents be turned in by investigating officers as soon as physically possible. Those parts of the report that are permitted by law be made available to all interested parties at cost. Confidential portions of reports are to be placed in safe-keeping against any possible exploitation. No witness fees in excess of "legal fees" shall be allowed in payment to police personnel.

To facilitate rotation in the bureau consideration should be given to more complete training in accident prevention at the Police Academy.

#### Screening of Rookies

A plan has been approved by the Chief to require all recruits to attend in-service training classes at the Academy just prior to the completion of their year's probationary period. This course will be followed by an examination to determine each recruit's capabilities as a police officer. Those failing and those whose probationary records are not entirely satisfactory could be summarily dismissed without formal Police Commission action.

#### Police Headquarters

The Hall of Justice was one of the first public buildings completed in the reconstruction following 1906. Modern requirements were not and could not be anticipated. The police are operating out of this building under very adverse conditions. Bond issues have been turned down by the people. It is our wish that a new procedure be followed, namely, request sufficient funds in the 1956-57 budget to cover a complete survey and study of existing facilities and requirements for proper operation. These funds would be used to develop a final plan encompassing the District Attorney's offices, Police Academy, Juvenile division, Garages, Gymnasium, Library, Range, and many other facilities that are now scattered throughout the city. We would like to suggest that consideration be given to a plan for combining all of the functions into an altered Hall of Justice and an office-type structure located to the south. It is quite possible that if an efficient plan is worked out it will merit the confidence of the voters to a degree that a reasonable bond issue may be passed. City technicians would be used wherever possible and outside consultants brought in when necessary.

We appreciate the sincere cooperation of Chief George Healy and his staff, and especially Lieutenant Edward Comber and Director John T. Butler, in working with this committee.



## Coroner

Your committee met with the coroner, Dr. Henry W. Turkel, early in the year to determine the status of the necessary rehabilitation work on the City Morgue, as reported by previous Grand Juries. We were informed that the Finance Committee of the Board of Supervisors had cut the requested amount of \$140,000 down to \$130,000 and that plan revisions were in process to see if it would be practical to do only part of the work at first and the balance later. At the time, the coroner explained that additional funds were being requested in the 1955-56 budget, and nothing final could be planned until the request was acted upon. This request for \$38,500 was made necessary by the above mentioned cut, plus increases in the estimate as the plans were developed. The additional funds were denied by the Board of Supervisors, and during the next several months a great deal of engineering time and money was spent in an attempt to arrive at a workable plan within the reduced budget.

Bids were received on November 16th (the following in round numbers): Low bid, \$133,000; funds had shrunk to \$112,000, \$18,000 having been spent to that date by the City on the project. The difference of \$21,000 plus \$7,500 for equipment, plus another \$10,000 estimated to cover contingencies, engineering, inspection and other City expenses through the completion of the project, added up to the deficiency figure of \$38,500. The Chief Administrative Officer approved an emergency request for said amount.

On November 21st, this committee addressed the Grand Jury as follows:

"Work on the morgue has been sorely needed for years and became a project for immediate attention in 1953. At the beginning of this year the rehabilitation work was scheduled and the funds either committed or requested. The Grand Jury was represented at the budget hearing in the Mayor's office, where sufficient funds were allowed. The Board of Supervisors denied the additional funds. Considerable money has been dissipated in extra engineering because of the lack of funds to do the entire job. Doing the work piecemeal will result in higher costs in the long run, and will cause further disruption of the morgue operation. Additional engineering will take even more money away from this very necessary construction, to pay for engineering that is so vitally needed on other very worthy projects. Your committee requests passage of the following resolution:

WHEREAS the shameful condition of the City morgue has been recognized for years, and  
WHEREAS sufficient funds for complete rehabilitation were denied in the 1955-56 budget, and  
WHEREAS very necessary items would be left in a disgraceful condition, therefore, be it



(Coroner, continued)

RESOLVED that the 1955 Grand Jury hereby urges that sufficient funds be made available immediately so that the rehabilitation of the morgue and related facilities may proceed efficiently and without further delay."

The resolution was passed and released to the press. Copies were sent to the Board of Supervisors. The emergency appropriation was passed by the Board and signed by the Mayor, and now, at long last, actual work will be started to complete the project in approximately three years from the time it was reported as being so necessary.

In reviewing the 1953-54 budget, it was noted that the coroner requested a car for his official use, and an allowance for gasoline. The Finance Committee denied the car but approved the gas for its use. In the 1954-55 budget, the car was allowed, but the gas to run it was denied. Funds for publishing a booklet of "Rules and Regulations" of the Coroner's office were denied in the 1955-56 budget, but \$50.00 mailing allowance for same was approved. This is not intended to be petty criticism of the actions, but rather, in connection with the before-mentioned \$38,500, to illustrate the point that more care and time for intelligent study should be used in handling the budget.

It is our opinion that department heads should be advised of all requests that are to be denied or reduced, so that explanations of the results of such actions may be made. If the volume of work has increased, through growth of the City and its functions, so that the job cannot be thoroughly done without help, we suggest that personnel be borrowed from other departments for a short time or other arrangements made so that the Finance Committee can have some competent assistance in producing a more business-like budget.

In the matter of the booklet noted above, the Coroner was so impressed with the necessity of its publication that he solicited funds for part of the cost and made up the difference from his own pocket. The Mayor and Chief Administrative Officer had commended the Coroner for his work and had approved the funds for publication. We believe this publication should be City supported and that the private money be repaid. Incidentally, the "Rules" were so well received by doctors, morticians, police and hospitals, that more must be printed if interested parties are to be supplied. This committee urges that consideration be shown the Coroner in this regard.

The coroner is a civil service employee, who started at a salary of \$650.00, with the understanding that he would be allowed to do some outside work not in conflict with his position. Dr. Turkel now receives \$1,000.00 per month, after having been denied the right to outside employment. He is satisfied to continue the present arrangement and hopes that





(Coroner, continued)

his pay will be increased to be more in line with the average income of his profession and with other positions requiring comparable responsibilities and professional ability.

Liquor Permits

Your committee believes that this title is a throw-back to a temporary period following prohibition, and as it is no longer a function of City government, should have been removed years ago. We suggest that the Clerk of the Superior Court investigate this matter.

RAPHAEL SAMPSON, Chairman

WILLIAM S. HOGAN

ELMER F. SKINNER



## PUBLIC WORKS

Several visits and inspections were made of the office and facilities of the Department of Public Works.

The Director of Public Works, Mr. Sherman P. Duckel, has on all occasions promptly answered any and all inquiries made by the Public Works Committee of the Grand Jury. •

The only implied criticism of the Public Works Department that came to our attention had to do with the alleged failure of the Department to assess penalties against contractors because of their failure at times to complete certain of their contracts within specified time limits. The Grand Jury is convinced that at all times penalties have been assessed against contractors when justified and that extensions of the time limits specified under their contracts have been granted only when justified and then only with the full approval of those in charge of the Department for which the construction was being performed.

It is felt by the Committee that the Department is being conducted in as proper and efficient a manner as is possible under the financial restrictions imposed by an economy minded city government administration. It is the opinion of the Committee that greater attention should be paid by the Board of Supervisors and the Mayor toward the accomplishment of sound business moves in the sale of certain city owned real properties and acquisition of other real properties in order to allow for the more efficient operation of this Department rather than the last minute deletion of many of the needed appropriations without proper consideration having been given to the business aspects of the budget requests.

For example: THE MAINTENANCE YARD expansion  
request of \$150,000.00 (1955-  
1956 Budget)

PURPOSE in part:

The elimination of the yard at 15th and Harrison Streets and consolidation of those facilities at the Maintenance Yard at Army and Kansas Streets. This would save the expense of trips of about four miles between the two locations, also return the Harrison Street property to the tax rolls through its sale for approximately \$30,000.00. Gas tax funds would have been allocated for that proportion of the reconstruction of the Maintenance Yard expansion cost that had to do with street repair. It was estimated that this allocation would have been approximately \$75,000.00.

FINAL ACTION:

Appropriation request denied by the



## (Public Works, continued)

Board of Supervisors even though the net expenditure by the City and County would have been \$40,000.

It is suggested by this Committee that appropriate consideration be given to this need by the Board of Supervisors and the Mayor in the 1956-1957 Budget.

### Consolidation of Yards - Locations

It is also suggested by this Committee that careful consideration be given at this time to the need for expansion of the Public Works Maintenance Yard at Army and Kansas Streets by the purchase out of presently available land funds of 61,500 square feet of land which adjoins the Maintenance Yard. If this property is not acquired at this time it is probable that it will be acquired by private interests, thus causing future expansion to be made at other locations with a resulting loss of efficiency. \*

The old asphalt plant site at Florida and Treat Streets has an area of approximately 60,000 square feet, and when the sale of this property is consummated the land fund should be replenished by an amount which will, in all probability, equal the cost of the above mentioned Army and Kansas Streets property.

### Summary of Activities Report

A copy of the statistical "Summary of Activities" report for the fiscal year 1954-1955 which was recently transmitted to the Mayor was received by the Committee on Public Works. This fine report indicates the scope of activities and the enormity of the tasks and accomplishments of all the bureaus of the Department of Public Works in this "Big Business" of the maintenance and construction sections of our City government. Of these activities and accomplishments the people of San Francisco can be justly proud.

No great purpose will be served by recapitulating further details of these activities, as they are on file and available at the office of the Department of Public Works, and will undoubtedly be included in the final printed ANNUAL REPORT of the DEPARTMENT OF PUBLIC WORKS.

### Inspection of Facilities

All inspection tours of the Public Works facilities were unannounced and were conducted by department heads who

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\* This Committee notes, with great satisfaction, that since the writing of this report, the above suggestion of the Committee has been approved by the Board of Supervisors.



## (Public Works, continued)

were found to be in charge at the time of the visit. All of the locations and facilities were found to be orderly and clean, the men were found to be working diligently at their tasks and were found to be most courteous and cooperative. We feel that the personnel in general are quite interested in their work and their careers with the City and County of San Francisco.

### Architect-Engineer Survey Team

The working section of the recently formed architect-engineer survey team was visited. It is with great pleasure that we report that excellent progress is being made on the voluminous plans that are necessary in cataloging the maintenance needs of all of the public buildings in the charge of the Public Works Department. These surveys will finally result in great savings to the taxpayers of San Francisco through better directed maintenance of these buildings.

Such a "run-down" condition of buildings and facilities as has occurred in our Morgue, for example, should not in the future escape attention because the condition of each public building will be recorded in the survey plan of that building together with its full history.

### Safety Program

The Committee deems noteworthy the work of Mr. J. T. Hester, Department Director of Safety, and of the Safety Committees of the Bureau of Architecture, Building Inspection, Building Repair, Engineering, Sewer Repair, Street Cleaning and Street Repair in their continuing work in conducting monthly safety meetings.

Since the inauguration of the Safety Program in 1952 at the suggestion of Mr. T. A. Brooks, Chief Administrative Officer, substantial savings have been made in the dollar costs to the City due to the reduction of man days lost.

A reduction of 11% has been made in the total number of lost time accidents. The Director feels that the 40% saving of dollar cost for lost time is due mainly to the increase in safety consciousness of the personnel in obtaining early treatment of each injury no matter how minor it may seem to be.

### Loss of Engineers

Mr. Duckel informs us that an alarming situation is developing in the Department because of loss of engineer employments to private industry where the pay is higher and the chance of advancement is greater. He reports that twenty-five men in various classifications have left the City





(Public Works, continued)

service in the past three years.

In past years 20 to 30 applicants usually took the entrance grade examinations for engineering positions. For the last examination to be given only one examinee showed up to take the examination. Under Civil Service law an examination cannot be given to less than two examinees, therefore the examination could not be given even to the sole examinee who wanted to take it.

It is suggested that as a remedy a Junior Employment Technique be instituted under which plan the Public Works Department could, in cooperation with the Civil Service Commission:

- A. Hire engineering students at the end of their second year of schooling to work three months during Summer vacation on a training program. The students then to be given leaves of absence to return to school (9 months leave) thus building tenure and salary and establishing a continuous replacement flow of personnel.
- B. Establish a Recruiting Committee to regularly visit accredited engineering schools to recruit students in the suggested training program.
- C. The Public Works Department should be provided with funds to defray the cost of training courses to be regularly taken by employees (engineers) and should attempt at all times to have young engineers work with people who have ability to instruct and to train new engineers in order to better attract and to keep new men and to assist them toward advancement and promotion in their chosen profession.
- D. Civil Service examination requirements should be reduced to a point commensurate with the starting pay and then a specific advancement program should be outlined for the young men in the engineering classification according to and depending upon tenure and ability. This program should be developed by the Director of Public Works, who is the man most able to make a determination of engineering ability.
- E. And lastly, even though it has been the



(Public Works, continued)

aim of the 1955 Grand Jury to avoid, if possible, the recommendation of higher pay scales, it seems in the case of needed engineers that consideration should be given to possibly raising certain brackets of pay scales to meet the competition of private industry.

It is recommended by this Committee that private engineering firms be employed wherever possible to meet this emergency, in order to get ready for bid and construction the many projects for which Bond and Gas Tax funds have been provided but which remain unspent because of the lag in the preparation of engineering and architectural plans.

Log Cabin Ranch School for Boys

The master plan for this much needed new construction work is now completed and advertisement for bids for the building contract for the recreation hall section of this project are scheduled for publishing in the first week of December and the Grand Jury is informed by Mr. Duckel that work on this important project will probably begin in January of 1956.

Sidewalk Accidents and Claims

As of June 30, 1955, there were 530 claims pending against the Department of Public Works for personal injury and property damage resulting from accidents on sidewalks and streets or involving equipment and structures under jurisdiction of the Department.

The aggregate sum of these 530 pending claims was \$6,770,000. Approximately 60% of these claims are the result of accidents involving faulty sidewalks.

We are informed that 60% of the time of five deputy city attorneys is constantly spent in processing the claims of people who have allegedly suffered injuries due to faulty sidewalks.

The Bureau of Engineering has under its direct control one full time and one part time man whose work is to inspect and file notices of faulty sidewalks. During the fiscal year 1954-1955 there were 5,756 such notices filed. This crew is able to inspect the downtown and shopping area sidewalks once each year, but are not able to inspect the sidewalks of outlying and residential areas more often than once each ten years. This is, of course, due to the fact that there are approximately 1600 miles of sidewalks within the City limits of San Francisco.



(Public Works, Continued)

During a conference with Chief of Police, George Healy, on Tuesday, November 15, 1955, mention was made to him of the lack of sufficient personnel to effectively inspect and file notices of defects in sidewalks. The Chief was asked if the police patrolmen, during their rounds, could not assist in this inspection work. The Chief directed our attention to Rule 219 in the book of RULES AND REGULATIONS of the POLICE DEPARTMENT. This rule states in part "A Patrolman shall observe the condition of the public streets and sidewalks on his beat and report any defect or obstruction thereon which is not possible for him to remove or remedy at once."

Chief Healy agreed to issue a general notification of the Police Department of the requirements of patrolmen under the above mentioned rule, and under his GENERAL ORDER NO. 74, of Tuesday, November 15, 1955, the attention of all police personnel was directed to this rule.

It is hoped that cooperation of the Police Department with the Department of Public Works in this regard will be of assistance.

Under the present laws of the State of California, the City and County of San Francisco is primarily legally responsible for all accident claims resulting from faulty sidewalks.

It is suggested that the sidewalk inspection crew be augmented by the addition of at least one man. Also, it is felt by this Committee that legislation should be instituted to place upon each and every property owner responsibility for any accidents which may be caused because of his negligence in failing to keep his sidewalks in a proper state of repair.

The 1955 Grand Jury commends the Director, Sherman P. Duckel, and his Staff for a successful year of accomplishment and a job well done.

ELMER F. SKINNER, Chairman

JOHN V. HEFFERNAN

ALBERT E. CONLON



PUBLIC UTILITIES

This Committee has, during the year, met with Mr. Turner, Manager of Public Utilities, and the various sub-managers and administrators of the individual public utilities projects.

The need for more adequate office space and facilities to handle increased operations is apparent (as it seems to be in most City departments). A portion of the utilities drafting work is now done in a separate office in the Navy Building in the Civic Center and at an office in Millbrae.

Mr. Turner has stated that he himself does not have any outside employment, and to the best of his knowledge none of the employees on the higher levels have any outside employment. It is recognized, however, in the rank and file that some of the Municipal Railway and other project personnel possibly supplement their income with jobs in their off-time.

The Committee reviewed the budget data of the Public Utilities wherein requirements were set up by the Commission for the International Airport, Municipal Railway, Water Department, Utilities Engineering Bureau, Hetch Hetchy Project, Bureau of Light, Heat and Power, and its own General Office. We are of the opinion that it was presented in good order, but do not feel that we are qualified to express an opinion on the merits of the individual items. We do feel and recommend to future budget committees that they, with their knowledge of requirements and with the data presented by the Commission in support of future budgets, should make every effort to give them the proper tools to work with. It is noted that all of the enterprises of the Public Utilities Commission are operating at a profit, with the exception of the Municipal Railway

The Municipal Railway continues to operate at a loss, but it can be stated that the losses have been much lower than the budget predictions of the officials. Savings have been effected by the use of one-man street cars and other economies. The Committee agrees that all utilities should be operated at a profit, but realizes the necessity of maintaining adequate public transit facilities, absorbing losses through a tax subsidy.

The San Francisco International Airport continues to operate on a profitable basis, and reports from the Supervisor of Utility Audits indicate that concessions are operating on a profitable basis and that the City is realizing income from all of them.

The traffic at the airport has increased beyond original expectations, and additional airlines have sought permission to use the facility.





(Public Utilities, continued)

Plans are under way for the establishing of a union depot which should eliminate the inconvenience to the public in getting to and from the airport. The building of a hotel on city property at the airport has been recommended as a further convenience to the public and a source of additional revenue to the city, the thought being that private capital build on a lease right from the city at a substantial rental. Currently lease terms are being studied for submission of bids.

In the Committee's inspection of the Water Department, which was made in conjunction with the Grand Jury trip to Hetch Hetchy, the Department's properties at Millbrae and Sunol were visited, and an inspection seemed to indicate that operations at these locations were being administered efficiently. We also inspected the Moccasin Powerhouse and appurtenances at Moccasin, which operation also appeared efficient. It was explained that all safety precautions are taken at this installation.

Inadequacy of space was noted in the operation of the Water Department in its main office at Mason Street, and at its yard at Bryant Street. The heads of the department state much more space is needed, both in the office and for the yard.

Planning ahead on the Hetch Hetchy and Cherry Valley projects, which was recommended by the Committee to the Jury as a whole, appears successful. In connection with Hetch Hetchy, ten members of the Grand Jury inspected the water supply system and became convinced of the need for the extension of the water and power supply system. During the month of October the Cherry Valley Dam was completed; the Cherry Valley Reservoir will have a capacity of 89,500,000,000 gallons. In addition to the capacity of the Cherry Reservoir, Hetch Hetchy Reservoir has a capacity of 117,300,000,000 gallons. The completion of this Dam made it essential that the proposed two power plants, one on the Cherry River and one on the Tuolumne River, be erected. As pointed out by the Public Utilities Commission, an additional reason for the construction of these two plants was that there was a threat posed against the further development of the Hetch Hetchy Project by the Tuolumne County Water District No. 2. The building of the two power plants should eliminate one of the contentions of the Tuolumne District that the City was not utilizing the power facilities to which it was entitled to their full extent, and they should be turned over to someone else.

A proposition for the issuance of \$54,000,000 bonds for the construction of the Cherry Valley and Early Intake #2 power plants was placed before the electorate on the November ballot, and was adopted by a heavy vote. The proposition was recommended by all civic organizations and San Francisco officials, and also had the recommendation of the Grand Jury as a



whole. Your Committee is of the opinion that the passage of this bond issue sets up the extension program on water and power so that for many years in the future these items will not be a worrystome tribulation, but a source of revenue to the City, with assurance of an adequate supply of water into the far future.

The Committee, from its observations and from reports and audits received, feels that the Public Utilities Office is under close scrutiny and audit, as is any large business institution. The reports and audits by the Supervisor of Utility Audits contain recommendations and exceptions, which are approved by the Controller. Such recommendations are put into effect by the Utilities Department and corrections made to handle the exceptions.

In all, we feel that the Public Utilities are run in an efficient manner, and we do not hesitate to compliment the Commission and the Public Utilities Manager for the business-like way in which their office and operations are conducted. Your Committee wishes to extend to the Manager of Utilities and the various sub-managers and directors of operations its appreciation for the courteous treatment received and for the information readily submitted by them in response to inquiries.

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Since the writing of the above final report of the Grand Jury's Committee on Public Utilities, a controversy has apparently arisen over the method of awarding concession contracts by the Public Utilities Commission. This matter is now pending in the courts for a final decision. At the present time the U-Drive concessions are negotiated direct with the concessionaires by a department of the Public Utilities Commission. The Public Utilities Commission proposed to accept a bid of \$36,000 a year or 15% of the gross from each of two "drive yourself" outfits, this on a five-year basis, replacing their old contracts which expire in June, 1956, excluding all other U-Drive companies from doing business at the airport.

A third company complained to the Board of Supervisors that it was "frozen out" of the deal, and the Board went on record unanimously as favoring a charter amendment that would limit the Public Utilities Commission's control over airport concession contracts. The resolution voiced opposition to awarding any concession contracts without public bidding.

This being the first instance of this type brought to your Committee's attention, and due to lack of time to study the situation, we cannot express our opinion on the merits of this matter one way or another.

ROBERT S. McKNIGHT, Chairman  
HUBERT J. SOHER  
WILLIAM H. SHEA



TRAFFIC AND THE PARKING AUTHORITY

Your Committee on Traffic and the Parking Authority respectfully submits hereunder its report for the year:

Traffic

One of the foremost problems now confronting the community, and one that commands the attention and serious consideration of public authorities and civic leaders alike, is that of traffic. The tremendous influx of people into California, and particularly to this area, in recent years has brought about conditions which have completely altered the mode of activities in the whole Bay Area. The resultant congested condition of traffic, as well as the question of the availability of sufficient parking facilities, has a very definite influence on decisions as to whether new enterprises will be established within our city or will go elsewhere; as a matter of fact, the traffic and parking situation has been responsible in large measure for the removal of some businesses to out-of-town locations. The continuing development into large-scale home tracts of what have been, until very recently, strictly rural areas adjacent to San Francisco has changed the traffic and transportation picture to a degree unthought of a few years ago. Automobiles are travelling to and from the east bay, the peninsula, and Marin in daily increasing numbers. For example, when the plans were drafted for the San Francisco-Oakland Bay Bridge, it was estimated that 70,000 autos would use the bridge daily. At the present time between 90,000 and 110,000 cars cross that structure in a day. Traffic counts reveal that approximately 170,000 vehicles travel in and out of San Francisco every day.

These conditions pose a problem of major importance to our Police Department in its attempt to keep traffic flowing at an even pace throughout the City. This committee is satisfied that the Department is exerting every effort to accomplish this end. The Traffic Department is constantly on the alert to take advantage of the latest innovations and methods of handling traffic. For example, two officers from the Engineering department have been sent to the street traffic signal factory to study the latest methods of setting and synchronizing consecutive intersection signals; neon signs have been installed on the freeways to divert all traffic in the event of a blockade caused by an accident; two fully equipped radio cars, with the latest safety belts, electronic equipment and loud speakers are assigned for constant patrol duty on the freeways.

One very important section of the Department's traffic activities is under the jurisdiction of the Traffic Survey Division of the Traffic Bureau. This committee had the opportunity of studying the work of this office and of learning of the many functions connected with its work. This division is charged with the responsibility of keeping in touch with day-to-day requirements, and the multitude of



(Traffic, continued)

details connected therewith is being handled in a very efficient manner under the direction of Captain Ralph E. Olstad and the supervision of Captain Otto Meyer, Director of the Traffic Department. This division makes constant surveys of the immediate needs of neighborhoods and individual locations with regard to street parking restrictions and the establishment of limited parking zones. Before new parking meter areas are created or existing ones are extended, this bureau makes its surveys and recommendations. In conjunction with the California State Automobile Association it sees to the erection or relocation of the directional signs so important to the safety of our citizens and the convenience of the traveling public. A true appreciation of the value of the work of this branch of our Police Department points up the necessity for keeping this division at maximum operating efficiency.

The handling of moving traffic is, of course, a source of constant concern to the Police Traffic Department, and the need for more personnel is increasingly felt. Twenty additional full-time officers are needed for this work, and in addition at least twenty more should be assigned from the various stations to serve as directing officers where most needed during peak traffic hours. The facilities and quarters assigned for the use of the all-important Traffic Department and the Traffic Bureau are totally inadequate, and in the opinion of this committee tend to diminish the efficiency of operations. A central garage should be provided to house all the cars used by the Traffic department, and separate adequate, modern office quarters should be made available.

The fact that many business concerns, and especially retail stores, do not observe all holidays has led to much confusion in attempting to enforce the "No Parking" restrictions. It is the recommendation of this committee that the ordinance setting forth the "No Parking" restrictions be amended to provide that the exception shall apply to Sundays, only - not to "Sundays and Holidays", and that street signs be changed to conform.

This committee wishes to express its appreciation to Captain Otto Meyer, Captain Ralph E. Olstad, the the members of the Traffic Department staff for their courtesy and cooperation.

### Parking Authority

One of the most pressing problems incident to the traffic and transportation situation in our City is the matter of off-street parking. In order to assist communities throughout the state which are harassed by this problem, the state legislature passed, and the Governor approved, the "Parking Law of 1949" providing for the establishment of local parking authorities, and setting forth the various statutes which form





(Parking Authority, continued)

the bases for their operation. San Francisco has availed itself of the benefits of this legislation and has its Parking Authority, under the very able leadership of Mr. Randolph Hale, chairman. The Authority is to be complimented in having selected so competent a man as Mr. Vining Fisher to carry out its dictates.

The Authority has adopted, and is operating under, a very well-thought out and comprehensive "Four-Point" program. This can be briefly outlined as follows:

1. Stimulation of private enterprise to finance, construct and operate the required off-street parking facilities. In the event these results are inadequate, the Authority undertakes to
2. Cooperate with private enterprise in securing sites for garage construction. Under this step the Authority purchases the sites and enters into agreements with private parties for construction and operation of garages thereon. If results should still prove inadequate, the Authority would then recommend
3. Financing and construction of garages, including site acquisition, by the Authority itself. Private parties would then be invited to submit bids for operation of the completed project, under restrictions and regulations of the Authority and the Board of Supervisors. In the event satisfactory bids were not forthcoming, the Authority would
4. Operate the completed facilities itself.

In the opinion of this committee the parking program has been well formulated, and the public interest is amply safeguarded through the requirements of the state statutes and the pertinent ordinances adopted by the Board of Supervisors.

The Parking Authority has been in operation for the past five and one-half years, and under their program 4,478 parking stalls have been provided to date and 3,349 are in the course of development. The completed accommodations are making a very worthwhile contribution toward the alleviation of congested traffic conditions, and as others are put into operation they, too, will prove their worth to the whole community. These 7,827 stalls have been primarily privately financed; thus, due to the willingness of private enterprise to assume the major portion of the burden, this has been accomplished without the expenditure of a great amount of public funds. This seems to us to be a good demonstration of the efficacy of the program, especially in view of the fact that the public is still able to enjoy the benefit of over-all regulation and rate control by the Board of Supervisors and the Authority.



(Parking Authority, continued)

We believe the Authority is doing a splendid job and deserves the wholehearted support of the voters of San Francisco in approving the funds necessary to attain the ends for which the Authority was created. The Authority should also enjoy the unstinted cooperation of the Mayor, the Board of Supervisors, and all other officials concerned with its purposes.

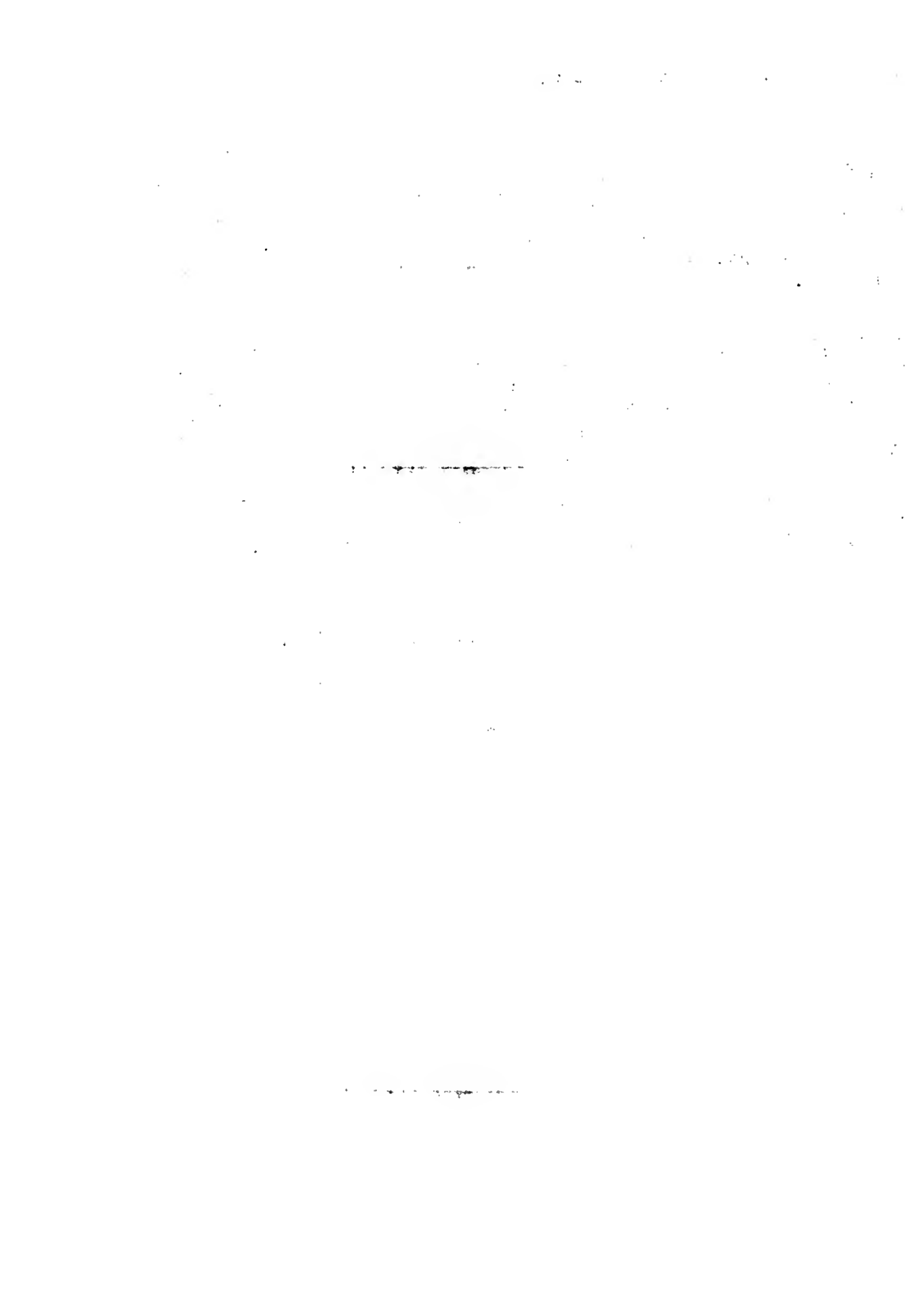
We have noted that the funds provided under the \$5,000,000 1947 bond issue can be used only for facilities in the downtown area. Inasmuch as the conditions with which the program is concerned are practically city-wide in scope, this committee recommends that any funds secured for this purpose in the future from any source be made available for any and all district parking needs.

We also recommend that the benefits of the city and county retirement and health service systems be extended to include all the employees of the Parking Authority.

EDWARD B. NEWCOMB, Chairman

ELMER F. SKINNER

WILLIAM H. SHEA



## ASSESSOR, TAX COLLECTOR, SALES TAX

### Assessor

The first meeting of the Assessor's Committee of the 1955 Grand Jury was held on Monday, March 7, 1955, at 2 P.M. in the office of Assessor Russell Wolden at the City Hall. Present from the Jury were Foreman Davis and members Conlon, Heffernan and Lenehan; from the Assessor's Office were present, Assessor Wolden, Leavitt, King, Reed and Luft.

The second meeting was held on Wednesday, May 4, 1955, at 3:45 P.M. in the Assessor's office. Present were Wolden, Reed and Luft, and from the Jury were Conlon, Heffernan and Lenehan.

In a letter to Foreman Wm. H. H. Davis, under date of April 12, 1955, Mr. Wolden stated, and we quote: "I will be pleased to discuss the entire assessment problem with yourself and other members of the Grand Jury at any time convenient to you." The Committee, recognizing the complexities of property assessments, recommended to the Jury that Mr. Wolden and his principal assistants be invited to appear before the Grand Jury as a whole to give detailed information regarding the operation of the Assessor's office as to the methods of appraising, the formula used, and the apparent low appraisal in relation to the reported sales price of several downtown properties which had been recently sold.

The first meeting of the Grand Jury with Mr. Wolden and his principal assistants was held on June 14, 1955. The discussions were confined mainly to the appraisement of buildings and improvements. Herman Luft, Chief of that Division, made the presentation and explained the methods used in arriving at assessed value of buildings and improvements.

The second meeting of the Grand Jury with Mr. Wolden and his principal assistants was held on July 21, 1955. This discussion was confined mainly to the appraisement of land. Wm. Reed, Chief of that Division, with the use of various charts and maps, made the presentation showing the methods used in arriving at the assessed value of land.

The third meeting of the Grand Jury with Mr. Wolden and his principal assistants was held on August 2nd, 1955. At this meeting the subjects discussed were: 1. - Personal Property, as presented by Don Brayton; and, 2. - Veterans' Exemptions, as presented by Don Michalske, the Chiefs of these respective Divisions.

During the course of the above meetings several members of the Jury compiled material and statistics, together with photographs of a number of buildings as examples of comparative appraising, for use in these discussions.



(Assessor, continued)

After many hours devoted to the questioning of Mr. Wolden and his technical assistants, the Committee desires to make the following observations, which it feels represents the consensus of the Grand Jury:

1. The Land Division follows a formula based on a rating system, which, in our opinion, results in an equitable pattern of assessed value to true market value.

2. The Building Division, in the Committee's opinion, has not applied a uniform formula in its approach toward establishing proper building valuations, and no such formula appears to be in existence. The Committee recommends that a uniform formula be adopted for the assessment of buildings and improvements.

3. Personal Property Assessments. A stepped-up program for conducting annual business audits is desirable, although the Committee recognizes that here, as in all of his departments, the Assessor has been handicapped by insufficient personnel. The Personal Property division completes a city-wide audit of business firms once every five years. In the opinion of the Committee this audit should be completed once in every three years.

4. Veterans' Exemptions. Under statutory law, war veterans are granted an exemption of \$1,000 providing their property does not exceed \$5,000 in value. Approximately 32,000 veterans' exemptions were granted last year, and it is the Committee's belief that many of these claims should have been disallowed. The Committee acknowledges, however, that the Assessor's office is not staffed with the force necessary to conduct a thorough investigation into the estimation of property value reported by veterans in making applications for exemptions. It was significant, however, that approximately 2,000 veterans were denied exemptions when it was clearly determined that they owned property valued in excess of the \$5,000 limitation. The Committee recommends that a more thorough investigation be conducted on all claims for exemption.

Because of information received, in addition to the lengthy and detailed study of the operations of the Assessor's office, the Grand Jury also made a study into the private practice of the Law as engaged in by the Assessor - a privilege not expressly prohibited by either State Law or City Charter.

In a report issued on October 11, 1955, the Grand Jury recommended that the Board of Supervisors initiate the necessary steps to place a charter amendment on the ballot which would have as its objective: 1. - The Assessor should be required to devote full time to his official duties; and, 2. - The Assessor and all non-civil service employees of that office should be prohibited from outside professional and business activities.





(Assessor, continued)

The Committee wishes to commend the Assessor and his Staff for the work program carried on by his office resulting in the completion of a 1955-56 assessment roll which totaled \$1,847,101,639 - an increase of \$76,515,701 in assessed value over the previous year's Roll.

ALBERT EDWARD CONLON, Chairman

JOHN V. HEFFERNAN

THOMAS J. LENEHAN



HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER  
HEALTH FARM

Health Department:

It is the opinion of the Committee that the Department of Health is performing its functions creditably and effectively. Dr. Ellis Sox, the Director, is experienced and capable. He deserves the commendation of the Committee for his tireless efforts on behalf of the people of San Francisco.

The Committee is of the opinion that the Department of Health, serving as it does one of the most important functions of our City and County government, should have greater status and independence than it has under existing Charter provisions. Presently, the Director of Health serves at the pleasure of the Chief Administrative Officer without tenure either by appointment for a term of years or with Civil Service status. Further, there is no Board of Health in San Francisco with the responsibility to set policy on matters of Public Health.

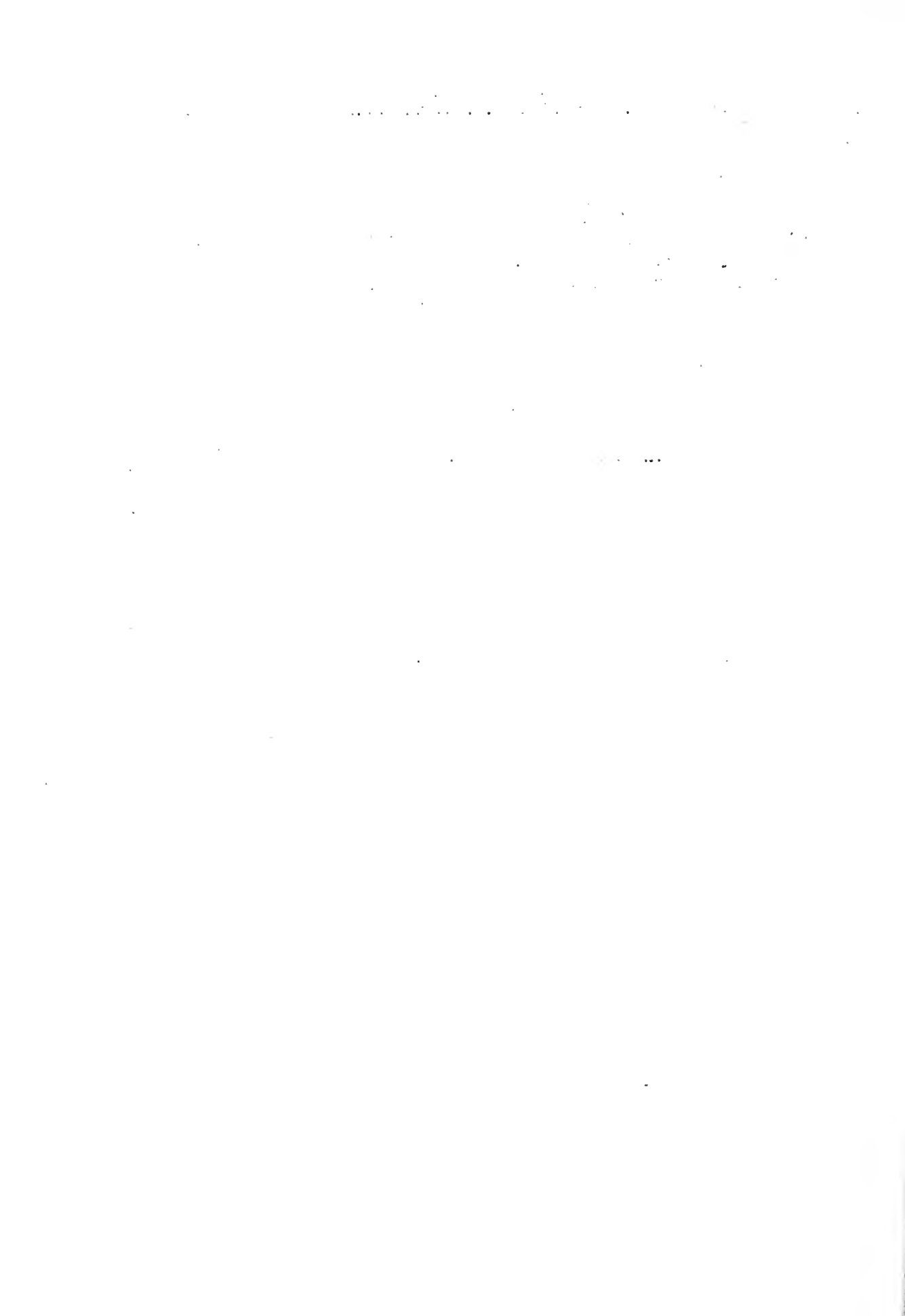
It is the recommendation of the Committee, therefore, that there is need for a Charter Amendment to accomplish two purposes:

- (1) Creation of a Board of Health to serve staggered six year terms. The duties of the Board to include determination of policy in the field of Public Health for the City and County.
- (2) Provision for appointment of the Director of Health by the Board of Health, either for a specified term of years, or with some other adequate provision for tenure and security. The Director of Health to be the principal administrative officer of the Department of Health, subject to the policies established by the Board of Health.

GEORGE L. LEVISON, Chairman

RAPHAEL SAMPSON

SAKUEL H. HANSEN



## EDUCATION, SCHOOLS, LIBRARIES

### Schools

Your Committee on Education, Schools and Libraries is pleased to present this report on the Education and School phase of its year of study.

Members of the Committee have had numerous visits with the past and present Superintendents of Schools, administrative officials, and have frequently visited various schools and attended meetings of the Board of Education.

Each week during the year, members of the Committee have received voluminous copies of information presented by the staff to the Board; we have also read minutes of the meetings of the preceding session of the Board of Education.

It would be frivolous and meaningless to attempt to evaluate the professional aspect of education, as no member of this Committee is qualified by experience to do so. Suffice it to say that numerous queries have been made of university and college officials in this state and educators elsewhere. The general impression prevails that the San Francisco Unified School District is regarded as outstanding in its field of education in the nation.

Much of the credit for the elevation of the educational attainments and prestige of the San Francisco Unified School District during the past decade can be attributed to the leadership of former Superintendent of Schools, Dr. Herbert C. Clish, and to an exceptionally able and forthright Board of Education. Having resigned his position during the year, Dr. Clish turned over the School Department to his successor, Dr. Harold Spears, in a most satisfactory condition.

The Committee has spent considerable time with Dr. Spears, and is of the opinion that the new Superintendent will continue to conduct the administration of the School District in a superior manner. Dr. Spears is a highly capable, well trained and serious-minded educator-administrator who has already started to correct points of weakness that characteristically exist in smooth running organizations.

Under the previous administration, Dr. Clish had contemplated recommending a huge bond issue to complete a planned program for the erection of additional elementary,



junior high and high schools upon land already acquired. This was to have been submitted to the voters last November.

While the administrative group of the local school department is of the general consensus of opinion that more buildings will soon be needed to house the school population, Superintendent Spears correctly postponed the matter for another year to enable his office to study growth trends and specific needs.

School population in San Francisco is growing more slowly than in adjoining counties; it increased 3% last year compared with 11% and 12% respectively in Marin and San Mateo counties. Recognizing these developments, Dr. Spears is undertaking a survey to include:

(1) Studies of school population trends in relationship to the overall population trends in San Francisco.

(2) Studies of the condition of buildings and grounds, their safety and modernization costs.

(3) Studies of current utilization of all school buildings and possible maximum utilization.

Rather than spend money to employ experts to prepare this survey, the administrative staff is conducting this study. It is working closely with other community agencies such as the Housing Authority, the San Francisco Chamber of Commerce, the Planning Commission and the Redevelopment Agency.

Dr. Spears has indicated a desire to use present plant up to capacity in so far as practical; to keep school property in satisfactory condition; to house all school pupils adequately; to provide only essential additional buildings.

In the interest of efficiency and economy, he suggests extending present buildings where possible, rather than to increase the total number of school sites. To utilize its present plant to best advantage, the school department is transporting some children by bus from one neighborhood short of rooms to another where extra rooms are available. As a temporary expediency, this has been working satisfactorily.

Members of the Grand Jury were shocked by the complete lack of outside yard and recreational facilities for many of its older and even some of its newer schools.

One such example is that of the Roosevelt Junior High School. The buildings of this school are modern and





(Schools - continued)

adequate to care for the approximately 1,200 students who attend. Yard facilities are insufficient to care for more than one-quarter of these students; because of crowded conditions, no athletic activities are possible.

This is more the rule than the exception among older schools; adjacent property should be purchased for recreational facilities at these schools before high sums are expended for massive auditoriums and elaborate cafeterias in contemplated new projects.

The philosophy of Dr. Spears and his staff in this respect is commendable. If the school Board recommends a bond issue next November, and if its administrators follow their present sound and business-like concepts in operating and developing the school plant, such an issue should win the support of an economy-minded electorate.

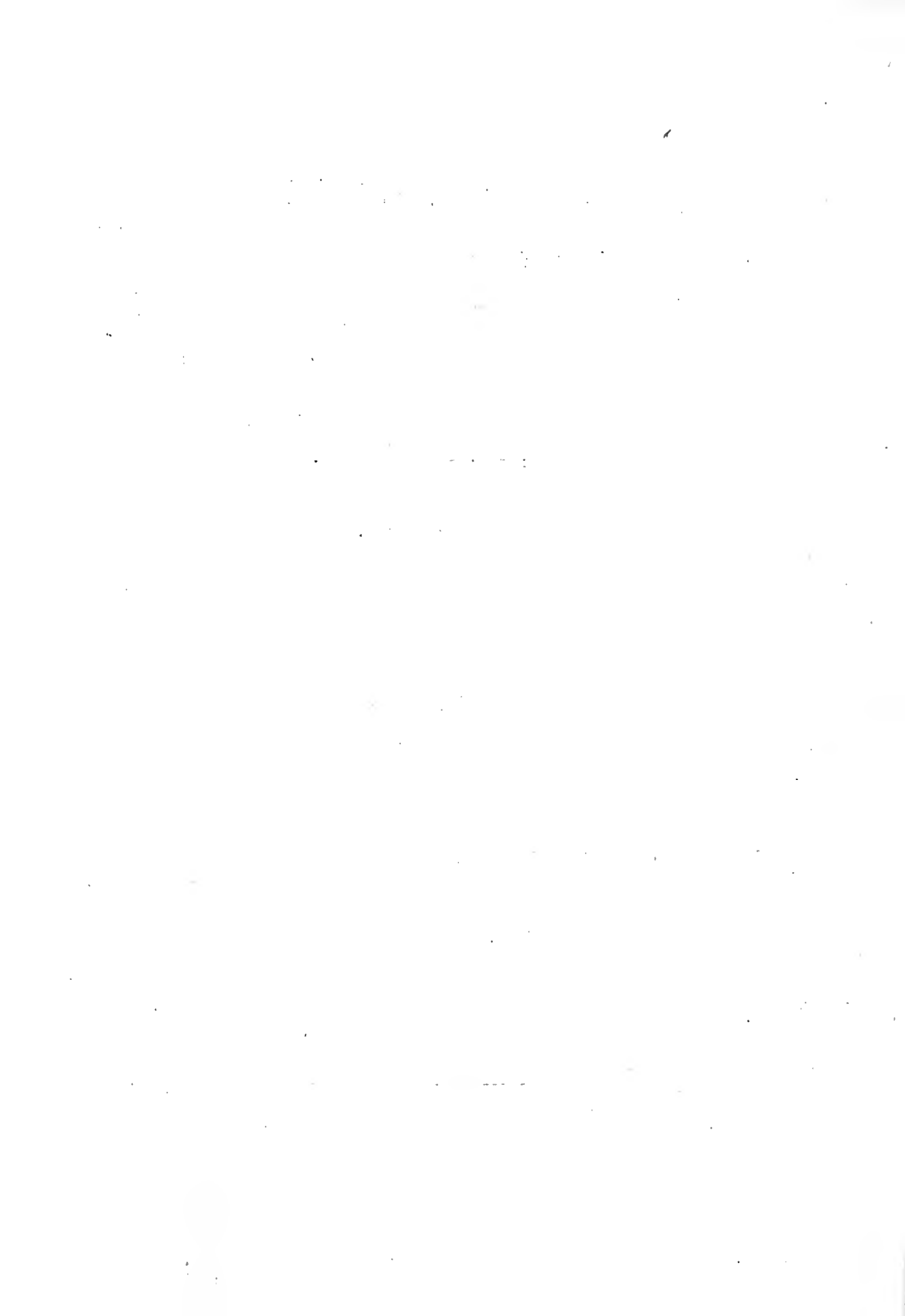
We note with much satisfaction that in view of the general shortage of teachers existing throughout the nation that San Francisco is in the unique position of having an adequate supply of fully trained teachers holding standard credentials.

Among all counties in California, San Francisco ranks first in qualified teachers. In 1955, only two of its 3,000 elementary and secondary school teachers did not have the highest standard credentials.

This excellent record reflects good working conditions and high morale, as well as concentrated effort on the part of school officials to recruit applicants for local teaching positions. Teachers are required to participate in in-training programs, in keeping with a definite plan of continuous growth on the job.

It is essential to our free enterprise system that our teaching profession be paid salaries sufficient to attract the most capable amongst our education-minded students. It is they who must prepare others for this engineering-era of mass production; this industrial period of scientific achievements and in the modern skills and techniques of business and professional careers. Teachers must not be faced with the reality that in private employment he or she can profit more.

Our board of education in San Francisco have maintained better than average salary schedules and these progressive policies should be continued. We would particularly recommend that the salary schedules of the City College of San Francisco be reviewed in order that teaching positions be maintained as to compensation in relation to those at neighboring Contra Costa and San Mateo Junior Colleges, San Francisco State College and the University of California.



(Schools - continued)

Salaries at San Francisco City College range from \$4,765.00 to a maximum of \$7,705.00. This compares with a range of from \$4,400.00 to \$8,380.00 at Contra Costa Junior College; from \$4,205.00 to \$8,250.00 at San Mateo Junior College; from \$4,512.00 to \$9,384.00 at San Francisco State College.

A noticeable improvement in morale among the personnel of the school system has been evident under the administration of Dr. Spears. Upon assuming office he became concerned with the need for close and harmonious working relations between the teachers and administrators, and the superintendent's office.

Numerous councils and standing committees, made up of representatives of the schools and various teachers' organizations, meet regularly with the superintendent and the central office administrative staff in treating matters of school operation.

One of these is the Coordinating Council of Professional Organizations, which is presently composed of presidents of eleven teachers' organizations, which meets once a month. The group, which has been reactivated by Dr. Spears, acts as a clearing house for matters of general concern, provides a better understanding of problems that arise and effects good working relations between field groups and central office.

The overall excellence of the San Francisco Unified School District may, in large part, be attributed to the independent, intelligent, progressive school board that has been free from racial, religious or political bias.

Through its activities it has appointed two capable superintendents; it has won public confidence to the extent that voters have provided funds for modern school plant; and it has formulated an educational program that has re-established San Francisco as a leader in the field of elementary and secondary education.

It has given San Francisco a City College with a magnificent campus, buildings and equipment, a teaching staff of University caliber, personnel and courses of study that provide for continuance at a university or for direct entry into the fields of business or craftsmanship upon graduation.

One serious problem exists that should be corrected immediately.

The Board of Education, by charter provision, may remove or discipline the Superintendent of Schools or Assistant Superintendents of Schools for misconduct, but this does



not apply to administrative officials such as principals, vice principals, supervisors, directors or departmental heads.

The Board can remove or discipline the superintendent if two members of the Board file charges. The defendant has the right to counsel and action is taken only after an affirmative two-thirds vote. Should the decision be considered arbitrary, court review is provided.

If an administrator is considered culpable, proof must be established and trial before the Superior Court resorted to, involving excessive cost, time and preparation. In this instance, the Board of Education is denied authority to exercise the control with which it is provided for the superintendent and assistant superintendents.

When a recent administrator was made the subject of public charges of misconduct, the Board of Education was placed in the embarrassing position of being unable to hear the charges, or to take action in removing him from his school assignment which required great moral integrity. The Board has been proscribed from taking more serious action than a reprimand, in other cases, involving administrative officials.

It is suggested that the Charter of the City and County of San Francisco be revised giving to the Board of Education the same disciplinary powers with respect to administrative officials as it now possesses over the superintendent of schools and assistant superintendents of schools.

In summary, the Educational Committee of the 1955 Grand Jury recommends:

(1) Immediate expenditure of funds to acquire property adjacent to schools with inadequate outside yard or recreational area.

(2) Approval of a bond issue in 1956 that will permit the city to complete its revised master plan for educational facilities.

(3) Maintenance of teaching salaries at a level that recognizes their value to modern civilization. Compensation of personnel at City College should be reviewed and established at a similar level to other comparable educational institutions in the state.

(4) Passage of a charter amendment giving the San Francisco Unified School District the same removal or disciplinary powers over administrators as it possesses over the Superintendent of Schools and Assistant Superintendents of Schools.

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## EDUCATION, SCHOOLS, LIBRARIES

### Libraries:

The Committee on the Public Library has met with the Librarian and the Secretary of the Library Commission and respectfully reports that the operation of this division of the city and county government is functioning most satisfactorily.

Under Mayor Elmer Robinson, the Library Commission has been able to build and equip at least one new unit each year out of budgetary allocations rather than through a bond issue. It is recommended that this pay-as-you-go plan of building at least one library a year be continued in the future as long as the need exists.

The Marina Branch Library was completed in 1954 and the Ortega Branch Library is being constructed now. This unit, located on Ortega between 37th and 38th Avenues as part of the Sunset Community Center, will be finished on March 1, 1956. Requisite funds for its completion have been allocated and are available.

A site fronting 125 feet on 19th Avenue at Winston Way has been purchased, upon which the Park Merced-Stonestown Library is to be built.

It is expected that the 1956 budget of the Library Commission will request an allocation of upwards of \$165,000 for this plant. With this unit in operation, it is expected that the Ashton Avenue Branch will be closed and personnel and books would be transferred to the new library.

The present North Beach Branch is to be remodeled at a cost of between \$80,000 and \$100,000 and renamed the Chinatown Branch. Because of their pride in this new edifice, the Chinese-American citizens of the community are attempting to raise half of the required amount, the remainder would be sought in the 1956 budget allocation.

It is believed that this library will be one of the most unique of its kind in the world. Americans of Chinese descent, as well as others, can no longer return to the Chinese mainland for educational and cultural studies. It is contemplated that books, historical documents and all types of literature will be made available and that this unit will become an attraction for students, tourists and others interested in Chinese culture.

A new North Beach Branch is expected to be built on a site at the triangle bounded by Columbus Avenue, Chestnut and Mason Streets. The Library Commission now has a fund of \$60,000 which is to be used to purchase the land. Funds have previously been allocated and budgeted to provide for a modern library building. It is expected that the new





(Libraries, continued)

plant will be ready for occupancy in the early part of 1957.

The Bay View Branch has been moved to new rented quarters on outer Third Street. The new branch library has been decorated, illuminated and equipped to such an attractive extent that the patronage and circulation by the people in the Bay View, Portola and Hunters Point region would be greater than ever before. The Library Commission is contemplating purchasing a firehouse soon to be vacated which is located on Oakdale Avenue near Third Street. The structure can be acquired at the original cost of land which is a fraction of present value. Should such a substantial branch library be established it would be the first ever constructed in that part of the city and it would be the intention of the Library Commission to vacate the present Portola Branch.

The Library Committee has studied requests of the Library Commission made in the last budget, and upon investigation of the basic problems involved urges favorable consideration in four items, viz:

(1) The Main Public Library has unfortunately become a gathering place of undesirables and loiterers. The Police Department had been requested almost daily to remove these undesirable persons and a policeman has been kept on part-time duty at the Library daily during the past year.

The men's lavatory is situated adjacent to the children's library and reading room and the proximity of the two has been a source of great concern to Parent-Teachers' organizations, the Library Commission and other public and private agencies. The Grand Jury Committee supports the recommendation of the Library Commission that the lavatory facilities be removed to another section of the building and that the vacated quarters be utilized for expansion of departments of the Library now located on the third floor. The total expenditure involved would approximate \$20,000 to accomplish this objective.

(2) Employees of the Library are required to walk up and down from two to six flights of stairs almost continuously throughout the day bringing books to patrons upon request. This has created a serious factor of demoralization and in some instances has resulted in the impairment of health of the employees. Your Committee supports the recommendation of the Library Commission that two cubical elevators be installed in the rear stacking area at a total cost of approximately \$30,000. These elevators would be comparable to those now in use at other major libraries, such as the University of California and Stanford University.

(3) Many of the Reading Rooms in the Main Library and in Branches have antiquated lighting systems. The original installation light meter reads two to six candlefoot



(Libraries, continued)

intensity, whereas normal reading intensity should be between thirty-five and forty. The cost of re-equipping deficient reading areas would be relatively small, and we concur in the recommendation of the Library Commission that such capital expenditures be included in the next budget.

(4) Many of the rooms in the Main Libraries and its Branches have not been redecorated or painted for years. The Children's Room in the Main Library has not been painted since 1932; the Reference Room since 1934, and the Main Reading Room since 1936. It is in the interest of operating efficiency that such decoration be cared for at once and the recommendation of the Library Commission in this instance is concurred in by your Committee.

To summarize the above, the Library Committee of the 1955 Grand Jury recommends the following:

- (A) One new Branch Library each year as in the recent past.
- (B) The relocation of the men's lavatory in the Main Library Building.
- (C) The installation of two cubical elevators in the Main Library Building.
- (D) The installation of modern illumination in the Main Library and its Branches, where needed.
- (E) Painting and redecoration of rooms in the Main Library and Branches as suggested, particularly where such has been deferred for the past fifteen or more years.

HUBERT J. SOHER, Chairman

MRS. SALLY M. SULLIVAN

ST. GEORGE HOLDEN, JR.



## JUVENILE DEPARTMENT

Following is the final report of the Juvenile Committee of the 1955 Grand Jury.

The Juvenile Court of San Francisco, located at Youth Guidance Center, 375 Woodside Avenue, is presided over by Honorable Melvyn I. Cronin, Judge of the Superior Court, and is composed of three divisions: 1.-Probation Office, 2.-Juvenile Home, and 3.-Log Cabin Ranch School for boys.

On June 1, 1955, when Mr. Phillip Green resigned to accept an appointment in the Children's Bureau, Department of Health, Education and Welfare, in Washington, D. C., Mr. Thomas F. Strycula was appointed by Judge Cronin as the Chief Juvenile Probation Officer and the Court's Executive Officer. The new Probation Officer, with his background of over twenty years experience in Welfare and Juvenile Court work, is doing an efficient job as Executive Officer.

Members of the Committee made a number of visits to the Juvenile Court, and on one occasion nine members of this Grand Jury were present and made a complete inspection of the Youth Guidance Center and its facilities. It was the unanimous opinion of the Jurors present that this institution was extremely well operated and the personnel are to be highly commended for the efficient manner in which the affairs of the Center are conducted.

In addition, we wish to express our sincere appreciation on behalf of the people of San Francisco, to the women of the Volunteer Auxiliary of the Youth Guidance Center and to the other volunteer workers, who give so generously of their time and money to assist in the institutional care of the wards of the Juvenile Court.

Of great interest to the members of the Grand Jury who visited the Juvenile Court, was the revelation that of over 3,200 children who are currently wards, the number of those classified as deprived and neglected outnumber the delinquents almost two to one. San Francisco has a tendency to regard the Juvenile Court as being concerned primarily with delinquency cases, but the fact is, that unfortunate children, deprived and neglected and needing legal protection, comprise the greater portion of the official caseload of the Juvenile Court. Although there are valleys and peaks in the delinquency trend in San Francisco, with delinquency at the present time on the decrease, it is worthy of note that neglect continues at a high level year in and year out. At the present time, of some 2,000 neglected children, approximately 1,300 are placed, through the Juvenile Court, in foster homes and private institutions because their own homes are unsuitable or because a home with their parents or relatives cannot be maintained. The Judge of the Juvenile Court is especially concerned with making every effort to require parents of children in placement to pay their just



(Juvenile Department, continued)

share of the costs involved, and holds a special calendar each week to review cases where deficiencies are noted.

It is unfortunate in this matter of foster home placement that children must remain in shelter care in Juvenile Hall as long as they do before being placed but that is due in large part to the lack of sufficient foster homes in the bay area. Suitable foster homes are recruited by the private child placing agencies for children requiring foster care and although every effort is made to obtain a sufficient number to meet the demand, there appears to be a lag that cannot be overcome.

The population of Juvenile Hall continues to be at a moderately high level; although some decline is noted during summer months, the high influx of children requiring detention and shelter during the fall, winter and spring months, brings the total of children in residence over an annual period of time to a fairly high average. However, last year it was not as high as in the year previous.

Log Cabin Ranch School:

A great many visits were made to the Log Cabin Ranch School which is located in La Honda about fifty miles from San Francisco, and is comprised of a number of old, dilapidated buildings which were to have been used only as temporary structures when the Camp was first established.

Former Grand Jury reports and reports of the several Agencies that have inspected the physical properties of the Camp over the years, all point up the need for permanent, sanitary, fire-proof buildings to replace the old, dilapidated buildings now in use.

We wish to commend Director Chay and the Staff for the efficient manner in which they have operated the school and have maintained the present dilapidated structures.

This year a Master Plan was prepared by the Department of Public Works which calls for replacing these old, dilapidated buildings with new, simple, modern, economical, safely designed buildings. This Plan, if followed, gives every evidence of being satisfactory. This Grand Jury recommends that a new building be constructed each year, with the highest priority being given to the dormitory. The existing dormitory--a hastily assembled, plywood building--is a real fire hazard; its supports are rotted and it is extremely dangerous. The Mayor and the Board of Supervisors are to be commended for having allocated funds to replace the Recreation hall which was destroyed by fire in 1954. When completed, this will be the first unit of the Master Plan. Without adequate indoor recreation facilities since the fire, this very important part of the rehabilitation program has suffered materially.





(Juvenile Department, continued)

There has been a great deal of discussion as to whether or not the Log Cabin Ranch should remain at the La Honda site. Much of this discussion is due to the many problems--primarily personnel--that arise by reason of the Camp's distance from San Francisco and the poor condition of the access road. Because of the investment, which the Real Estate Department has set as its present fair-market value, of \$236,640.00 in property and permanent buildings at this site, it is the considered opinion of this Grand Jury that this school should remain at the present La Honda site.

It was noted by this Committee that the cost-of-care for the Wards of the Juvenile Court of San Mateo County committed to this ranch, has been a very nominal sum, thus putting an unnecessary burden on San Francisco. The Committee urges that this cost-of-care for San Mateo County be adjusted, and that a fair and equitable charge--agreeable to both counties--be set as soon as possible.

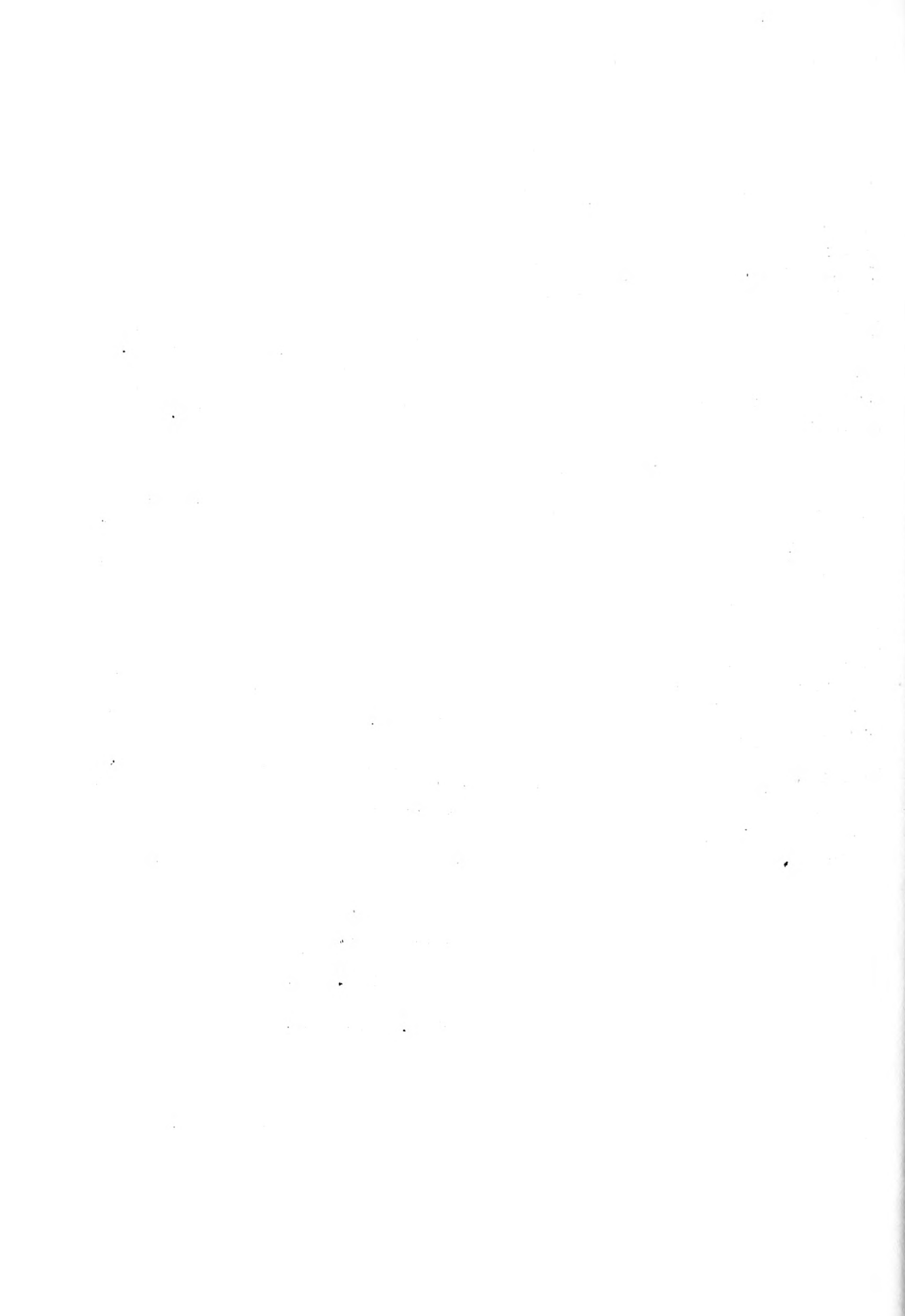
In addition to the above, we recommend that the San Francisco delegation to the State Legislature be requested to sponsor an amendment to the Welfare and Institutions Code to provide State funds, on a matching basis, for capital improvements to Juvenile camps.

In conclusion, we wish to commend Judge Melvyn I. Cronin for his sympathetic understanding, his great personal interest in the youth problems of San Francisco and the State of California, and his untiring efforts on their behalf.

THOMAS J. LENEHAN, Chairman

GEORGE L. LEVISON

MRS. SALLY M. SULLIVAN



## REDEVELOPMENT AGENCY

This is the first report of a San Francisco Grand Jury committee assigned to a full year's study of the Redevelopment Agency.

Redevelopment is properly defined as a program whereby blighted sections of a city are cleared and rebuilt. This is generally termed "slum clearance". A blight commonly consists of crowded areas of run-down buildings but it may also consist of vacant regions of a community which are not usable because of improper planning.

Redevelopment activities should not be confused with public housing projects. In redevelopment, new buildings are privately built, privately owned and privately operated and in which full taxes are paid by the property owners. Low-rent public housing is publicly built and owned and operated by a Housing Authority. It receives Federal funds to maintain rents that low-income families can afford. The Housing Authority does not pay real property taxes to the city although it does make certain payments in lieu thereof.

The task of planning and rebuilding large blighted areas is too great for private enterprise alone. It would be difficult, if not impossible, to accumulate in a single ownership land and buildings now held by hundreds of private owners; sizeable losses must be anticipated in the acquisition of improved property, razing the improvements thereon and in selling the vacant land. This can only be overcome through the legal authority and financial resources of the Federal, State and City Governments acting in concert with one another.

Legislation authorizing the creation of local public agencies to undertake slum clearance and urban redevelopment projects was first passed in California in 1945 and was known as the Community Redevelopment Act. It was subsequently renamed the Community Redevelopment Law and became a division of the Health and Safety Code of the State of California.

Acting under this law, the San Francisco Board of Supervisors, during August 1948, designated 280 blocks in the Western Addition as the first Redevelopment Area and at the same time created the Redevelopment Agency. The City Planning Commission was then requested to prepare a tentative project plan for the Western Addition.

The Federal Government, under Title 1 of the Housing Act of 1949, took cognizance of this problem and created an Authority to administer the problem of slum clearance and redevelopment known as the Division of Slum Clearance and Urban Redevelopment. Under the Housing Act of 1954, this activity was assumed by the Housing and Home Finance Agency of the Urban Renewal Administration.



It is important that one understand the objectives of Urban Renewal, as outlined by President Eisenhower in a message to Congress in 1954. They included the following:

"(1) Prevention of spread of blight into good areas of the community through strict enforcement of housing and neighborhood standards and strict occupancy controls;

(2) Rehabilitation of salvable areas, turning them into sound, healthy neighborhoods by replanning, removing congestion, providing parks and playgrounds, reorganizing streets and traffic and by facilitating rehabilitation of deteriorated structures;

(3) Clearance and re-development of non-salvable slums."

During the approximate seven and a half years the Redevelopment Agency has been functioning in San Francisco five areas have been declared blighted. These include the Western Addition, Diamond Heights, South Basin, Produce Market and South of Market Street.

Each of these projects will require the buying of real estate, tearing down the buildings, followed by the clearing, grading and improvement of the land. Part of the cost of this work will be recovered through the sale of the cleared land.

In these redevelopment projects where the buyer of the cleared land assumes full cost involved, no net loss or financing problems prevail. When the assistance of the Federal government is required to finance the remaining deficiency, two-thirds of the net loss is contributed by Uncle Sam in cash and the remaining one-third by the City in the form of public improvements such as street work, schools and playgrounds within or adjacent to the project area.

When the original plan for the Western Addition was designated, it became apparent that sufficient "non-cash grants-in-aid" (site improvements and supporting facilities) were not available and could not be furnished by the City.

Diamond Heights was then injected into the redevelopment programming and the Federal government was requested to permit this area to become an adjunct to the already approved Western Addition area. Diamond Heights had suffered from the same engineering and planning mistakes as many other hilly sections of the City. Lots, blocks and streets were plotted following the rectangular block plan without regard to resultant grades. The net result was unusable streets and building sites.



(Redevelopment Agency, continued)

Under the provisions of the Housing Act of 1949 the Diamond Heights area of itself would not have qualified for Federal government "capital grant assistance" because of its lack of residential requirements. Diamond Heights, however, did have a surplus of "non-cash grants-in-aid" and the combination of Diamond Heights and Western Addition permitted one to make up the deficiencies of the other. Accordingly they were approved by the Federal agency.

It is contemplated that the contract for the Western Addition will carry a Federal "capital grant" of \$7,250,000 and a loan of \$17,250,000, while the Diamond Heights' agreement will provide for a "capital grant" of \$422,500 and a loan of \$6,286,500.

The Diamond Heights Redevelopment Plan is nearing its final goal of activation. The plan was adopted by the Board of Supervisors on October 24 and became effective November 3, 1955. Under the California law, owners of certain property within a redevelopment area will be allowed to retain their buildings provided they are standard in construction and if they can fit into the pattern designed by the developers.

Normally a 30 day owner-participation sign-up period is established but the Diamond Heights eligible property owners have been granted a total of 90 days to comply. All plans and documentation in connection with Diamond Heights have been submitted to the Urban Renewal Administration and the Agency is now awaiting receipt of the Loan and Grant contract.

The Redevelopment Agency now anticipates the following schedule will follow until the Diamond Heights Project is completed: (1) loan and grant contract should be received and approved by the Board of Supervisors, January 15, 1956; (2) appraisals should commence March 1, 1956; (3) property acquisition should commence July 1, 1956, following completion of appraisals; (4) anticipated time to complete acquisition should take one year or by July 1, 1957; (5) completion of the redevelopment and rebuilding of the area five years hence or by July 1, 1962.

Whereas it will have taken approximately seven years to process the Diamond Heights redevelopment project from declaration of blight to completion of acquisition, about 10 years will have been consumed to achieve the same results in Western Addition. Blight was declared in July 1948; final plans for the latter project were submitted to the Urban Renewal Administration in May 1955, and in September the Agency received a letter from the local office of Urban Renewal Administration commenting on the plans. These suggestions have been complied with and the Agency is now awaiting results of the final review by the Federal Government of the plans for this specific project. This approval is expected momentarily.





(Redevelopment Agency, continued)

One week after the approved plans have been received from Washington they will be submitted to the Board of Supervisors. The Loan and Grant Contract and Requisition is expected 30 days after passage of the plan by the Board of Supervisors. It is expected that appraisals will be commenced about April 1, 1956, completed about July 1, 1956, and acquisitions should start approximately July 1, 1956. These purchases should be finished by July 1958. The Redevelopment Agency then expects site improvements and completion of the project will take another five years with completion scheduled during 1963.

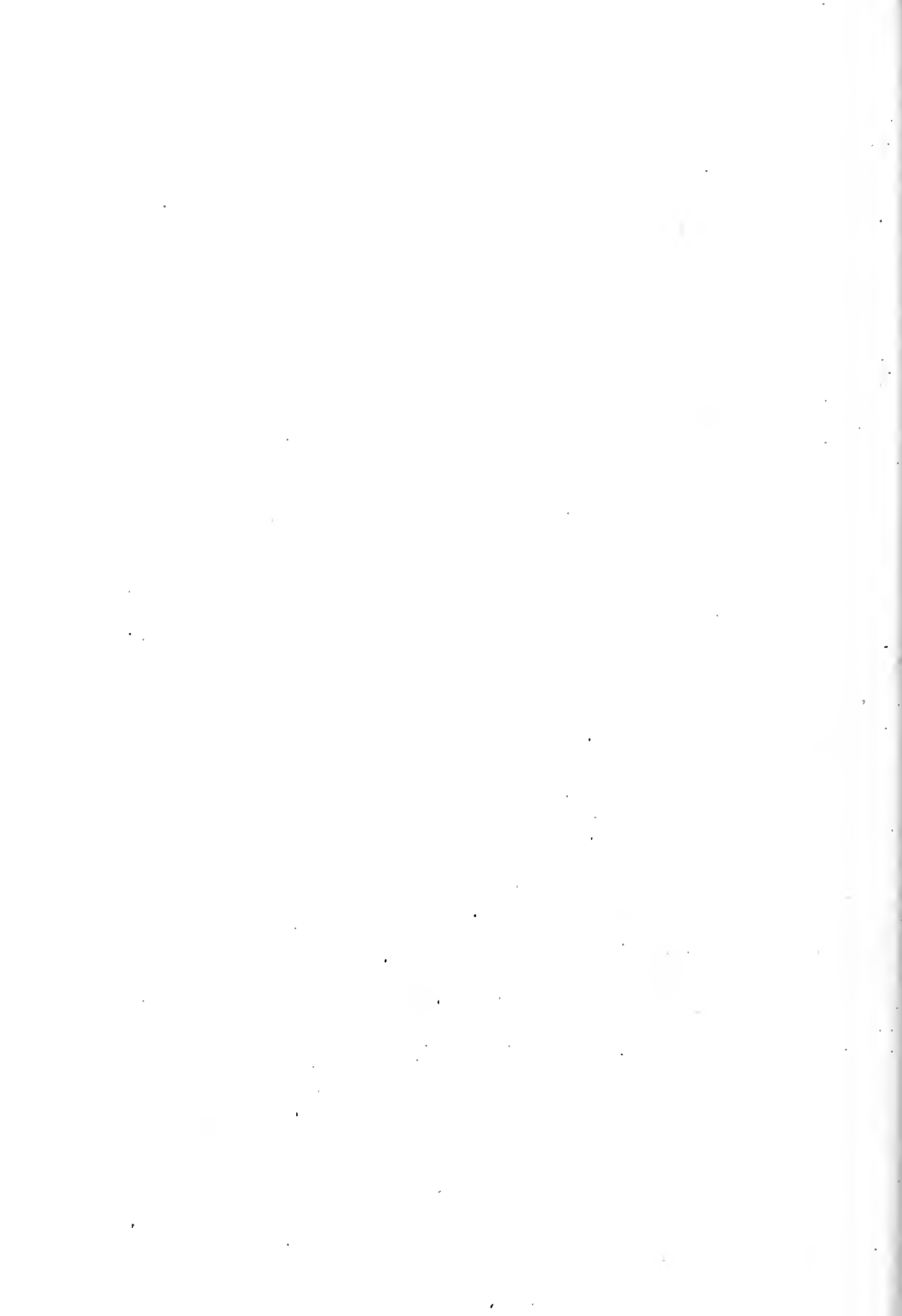
The South Basin Project was initiated by the Board of Supervisors in September 1954 when the Department of City Planning and the Redevelopment Agency were asked to institute a study to determine whether or not the areas comprising the present Produce Market and the South Basin Housing Project fell within the definition of "blighted areas". Subsequently a report was made to the Board of Supervisors by these two city departments recommending that the Wholesale Produce Market Area and the South Basin Housing Project area be declared blighted.

The Board of Supervisors, in February 1955, designated the area comprising the Wholesale Produce Market as Redevelopment Area E and the South Basin as Redevelopment Area F. In June 1955, the Board appropriated \$5,000 for the preparation of plans and for services to prepare preliminary and tentative plans for the South Basin Redevelopment Project as a new wholesale produce market. The tentative plan was adopted in November 1955. Preparation of the final plan is now being carried out and should be presented to the Board in February 1956.

The U. S. Department of Agriculture made exhaustive studies of San Francisco's needs for a new wholesale produce market at the request of the Mayor and in cooperation with the Department of City Planning, the Redevelopment Agency and the San Francisco Chamber of Commerce. A model of the proposed produce market was prepared and is on display at the offices of the San Francisco Chamber of Commerce.

As the appropriation of \$5,000 was provided by the Board of Supervisors, and as no financial assistance is being requested from the Federal Government, it became necessary for the Redevelopment Agency to negotiate for private capital to finance the preparation of the final plan and to obtain necessary appraisals and other required studies.

With the approval of the Board, the Agency entered into a contract with the San Francisco Food Terminal on November 1, 1955, in which that corporation agreed to furnish \$90,000 to finance the work of preparation of the final plan. In connection therewith an initial payment of \$3,500 has already been received.



(Redevelopment Agency, continued)

The further progress of this project is being programmed by the Redevelopment Agency as follows: (1) anticipated passage of the plan by ordinance and effective date about December 15, 1955; (2) anticipated submittal of final plan to the Board of Supervisors in February 1956; (3) anticipated approval of the final plan by the Board in March 1956; (4) appraisals to start April 1, 1956; (5) acquisition to start May 15, 1956; completion of the project about July 1, 1957.

Benjamin Swig has made proposals to the Redevelopment Agency contemplating the use of a six block area bounded by Mission, Harrison, Third and Fifth Streets for a Rockefeller Center type of development, the cost of which would approximate \$155,000,000. Inasmuch as four blocks of the area were not within the presently declared South of Market (blighted) area, it became necessary to make studies to determine whether these blocks qualified as being sufficiently blighted to be included within the Redevelopment Area.

In November 1955, the four blocks in question were included by the Board of Supervisors by resolution in the South of Market Redevelopment Area, with the exception of a garage located at Fifth and Mission Streets. Swig has verbally agreed to provide \$50,000 to perfect studies necessary in connection with the preparation of a preliminary plan for the development of the South of Market area.

No tentative plan has as yet been approved for the redevelopment of the Produce Market District which comprises eight blocks of wholesale fruit and vegetable establishments. The supervisors have designated the 28 block area surrounding the Produce Market a blighted area, but until a sponsor is found to provide funds to prepare the preliminary and final plans, the future of the Project remains in abeyance.

Under the present director, Eugene Riordan, and the current Chairman, Joseph Alioto, the Redevelopment Agency is making excellent progress and would appear to be well on the way toward a rapid and intelligent completion of the several Projects that appear to be desirable and in the interest and welfare of the community. The Agency had, however, been wracked with turmoil and inaction for a number of years in the past.

Despite the fact that San Francisco was one of the first cities in the nation to undertake "redevelopment" and "slum-clearance" it has been laggard in its progress. More than seven years have passed, not a project has been finally activated, not a single parcel of land has been purchased and not a vestige of slum clearance has been accomplished.

By contrast, Baltimore, Maryland, has cleared and facilitated the reconstruction of 21.3 acres of slum area



(Redevelopment Agency, continued)

known as Waverly with new apartments and a shopping center; nearly completed is a 39 acre slum area known as Broadway which is being developed for residential use. Law enforcement by the Housing Bureau of the Health Department has resulted in improvement of 6,000 properties in 192 Census tract blocks and another program of this nature in the Mount Royal area has been initiated for 45 Census tract blocks.

Pittsburgh's activities in urban development and renewal, particularly the dramatic transformation of the Golden Triangle, are well known. The city is now undertaking the rehabilitation and conservation as well as the clearance and redevelopment of what was once known as the City of Allegheny. This is now a part of metropolitan Pittsburgh and consists of two square miles of blighted property.

In August 1954, the Redevelopment Agency issued a brochure saying: "However, indications are that final plans, public hearings and various governmental approvals will be completed before the end of 1954 and that land purchase will commence by the summer of 1955". Not only has no land been purchased but none is expected until July 1, 1956, at the earliest.

Past administrations of the Redevelopment Agency had become engaged in controversies with the press; they were affected by political turmoil and the director resigned; James W. Fellin, Housing and Home Finance Agency threatened to withhold federal redevelopment funds pending a cleanup. With the appointment of Riordan, the Agency began to function satisfactorily.

Because of the satisfactory progress during the past year under the Alioto-Riordan direction, the Grand Jury Committee on the Redevelopment Agency presents no recommendation for improvement as to policy or operation. It does suggest that this Agency continue to be provided with the fullest cooperation by other departments of the city and county government in order to facilitate the completion of present projects.

We view with serious concern, however, the apparent divided authority that has been created by the organization and functioning of the Citizen Participation Committee for Urban Renewal. On two recent occasions, this advisory committee has taken public issue with the Redevelopment Agency concerning policy matters.

If policy is to be established by two appointive bodies of the city government, each of which may have divergent views, the functioning of the redevelopment and urban renewal will be slowed down or destroyed and Federal aid may be withdrawn.



(Redevelopment Agency, continued)

It is recommended that the mayor-elect clearly give to the Redevelopment Agency, an autonomous body, full power and responsibility to act and to complete its assignment as soon as possible. It is also suggested that the Citizens Participation Committee be instructed that its functions are advisory.

HUBERT J. SOHER, Chairman

GEORGE L. LEVISON

RAPHAEL SAMPSON





## FIRE DEPARTMENT: DEPARTMENT OF ELECTRICITY

Your committee on the Fire Department held several meetings with Chief Frank P. Kelly and Deputy Chief Alfred J. Galli, reviewing the general activities of this department and the progress of the Firehouse Construction and Reconstruction Program under the 1952 Firehouse Bond Issue.

The Committee finds that the department operates efficiently under the guidance and management of the Board of Fire Commissioners, consisting of Messrs. Max Sobel, Thomas J. Riordan, and Leo H. Shapiro; that the Chief of Department Frank P. Kelly has proven himself outstanding in leadership, experience and progressiveness; that the officers are competent and just and that the rank and file are well trained, alert, courteous and proficient.

The department as a whole is in excellent condition, its morale is high, the services it performs are above reproach, and it merits the fullest confidence and the sincere respect of our citizenry.

One branch of the department, the Division of Fire Prevention and Investigation, deserves special commendation, your Committee feels. Under the able direction of Chief Carl F. Kruger it is doing excellent work in eliminating fire hazards throughout the city, and the recent prompt apprehension of an arsonist through the efforts of Lieutenant George L. Kelley and his crew of investigators bears witness to their skill and intelligence.

The automotive equipment of the department as a whole is in good condition, but some of its large pumping engines are over age and in need of replacement, and there is still a shortage of the modern aerial trucks which have proven their superiority over the old hand-operated ladder equipment at every large fire.

Your committee feels that it is false economy of the authorities in charge of the budget to curtail departmental requests for this needed equipment.

The Committee also inspected the various new firehouses being constructed under the previously mentioned bond issue, and finds that the work is proceeding satisfactorily and that the new buildings are modern, substantial, functional and pleasing in appearance.

The Committee noted with disappointment the fact that to date the department has not been able to procure a second fire boat, as repeatedly requested, and as certainly justified by the national importance of our harbor and by the extent of our waterfront and the high values in shipping, cargoes and wharves involved. State control of San Francisco's important harbor has caused the city administration to deny



(Fire Department, continued)

responsibility for marine fire protection, and the State Board of Harbor Commissioners has indicated their willingness to provide a second fire boat to be operated by the San Francisco Fire Department, but so far have failed to do so, and it is seriously hoped that they will assume this rightful obligation without further delay.

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Department of Electricity

Your Committee met with Mr. Donald O. Townsend, Chief of the Department of Electricity, which handles the maintenance of communications (fire alarm and police telephone systems, all communications for the Disaster Council and Corps) and public safety devices (traffic signals, parking meters, etc.), to discuss various phases of his department's work. The office and shops of the department are conducted in a very efficient manner, and all courtesies were extended to this Committee.

The Committee on the Department of Electricity reports as follows:-

Project #1 - Proposed Plant Maintenance Yard

It stands to reason that the 1955-56 budget should accept at this time an appropriation of \$429,230.00 for a proposed maintenance yard. As it is our understanding, the electrical department will release to other departments of the city, or for public sale, real property in the amount of \$102,000.00. Also during this period \$100,000.00 is available for use under the gas tax appropriation, meaning \$202,000.00 credit against the total, not to include any expense required for present facilities.

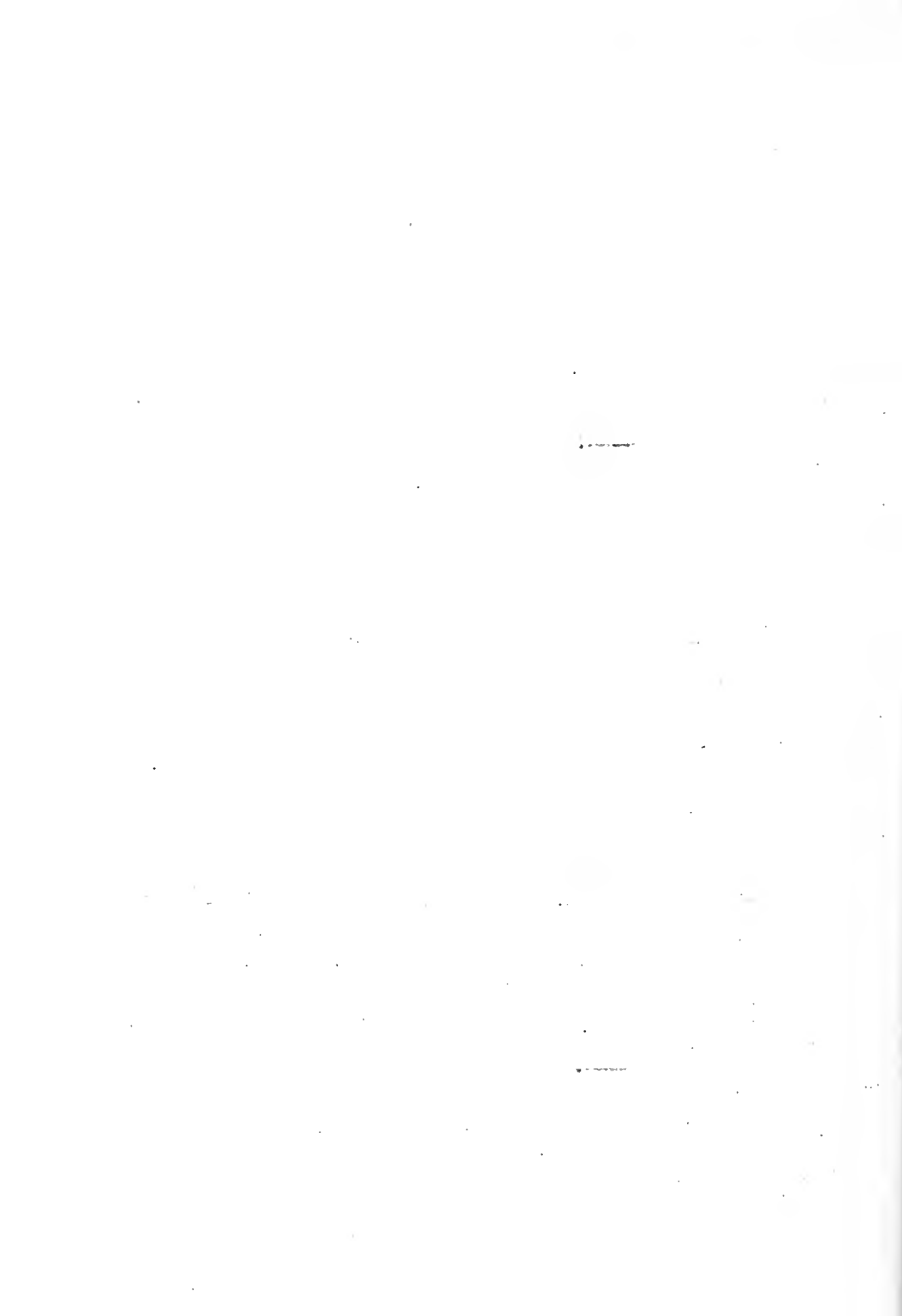
Project #2 - Radio Ordinance and Central Radio Control Station

Radio Ordinance No. 8485, passed by the Board of Supervisors on March 29, 1954, is now in effect. \$152,000.00 was provided in the 1955-56 Budget to provide for a Central Radio Communication Station to be located on Christmas Tree Point adjacent to Twin Peaks. Plans and specifications are currently being prepared by the Department of Public Works.

Project #3 - Police Department Radio System

\$230,938.00 made available in the 1955-56 Police Department Budget for the installation of a complete new Police Radio Communications System. Plans and specifications are currently being prepared by the Department of Electricity.

JOHN V. HEFFERNAN, Chairman  
WALLACE S. TOWLE  
ST. GEORGE HOLDEN, JR.



CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, ART COMMISSION,  
LEGION OF HONOR and OTHER COMMISSIONS

Your committee has made visits to the office of the Civil Service Commission, the City Planning Commission and the Public Welfare Commission during the year and hereby submits the following report and recommendations: -

Civil Service Commission

On our visits to the Civil Service Commission we met with Mr. William Henderson, Secretary-Personnel Director and members of the staff, who were very cordial and explained the workings and duties of the department in detail. The office force was busy keeping records, preparing entrance and promotional examinations, rating papers of participants and related work. The Commission which is virtually the employment agency of city government conducts examinations for employment in all departments of the city.

Your committee finds that the examination program is handicapped by provisions of Section 147.1 of the Charter. It provides that for two weeks after the rating of the examination papers, questions and answers given in the examination are open to public inspecting and copying by anyone. We agree that the examination papers should be open to inspection and review by participants, but, as to the right of operators of coaching schools copying questions and answers, we make serious objection. We have been advised that these operators sell these questions for personal profit. We recommend that a charter amendment be prepared for the elimination of this practice, to be submitted to the voters for approval.

The Civil Service Commission also recommends to the Board of Supervisors annual pay scales for the numerous classes of employees in the various city departments. The committee finds that eight different methods, all in compliance with the Charter, are used to set the annual salaries of various city employees. This appears complex and unnecessary, and we therefore recommend that the Board of Supervisors, in cooperation with the Civil Service Commission, submit amendments to the Charter to simplify the methods of salary standardization.

City Planning Commission

Your committee visited the office of the City Planning Commission and met with Director Paul Opperman and his staff.

Your committee realizes that the vacant land of the city is decreasing, and suggests that now is the time to plan for the acquiring of certain vacant land for park and recreation purposes.



## (City Planning, continued)

We have found Director Opperman and his staff conscious of the future of San Francisco and they are ever mindful how necessary it is that all public improvements are coordinated with the Master Plan.

### Public Welfare Commission

Your committee met with Mr. Edward J. Wren, President of the Public Welfare Commission and Mr. Ronald Born, Director of Welfare, who explained that: The affairs of the Public Welfare Department are conducted under the leadership of the Public Welfare Commission and its Director, Ronald H. Born.

The major function of the Commission is in carrying out the program of Old Age Security, including necessary social service to needy persons and their families; also security for the blind, aid to needy children, and indigent aid or general relief.

The Public Welfare Department stresses rehabilitation. It cooperates with the district attorney in obtaining support from deserting or absent parents. The department operates an employment service cooperating with the State Employment Office.

The administration of the program is subject to controls by state law, rule and regulation. The administrative expense is slightly over five percent, as compared with the average of eight percent, in the other five largest counties.

The building at 585 Bush Street is in need of alteration and repair. Its space is proving inadequate for the growing responsibilities of the department.

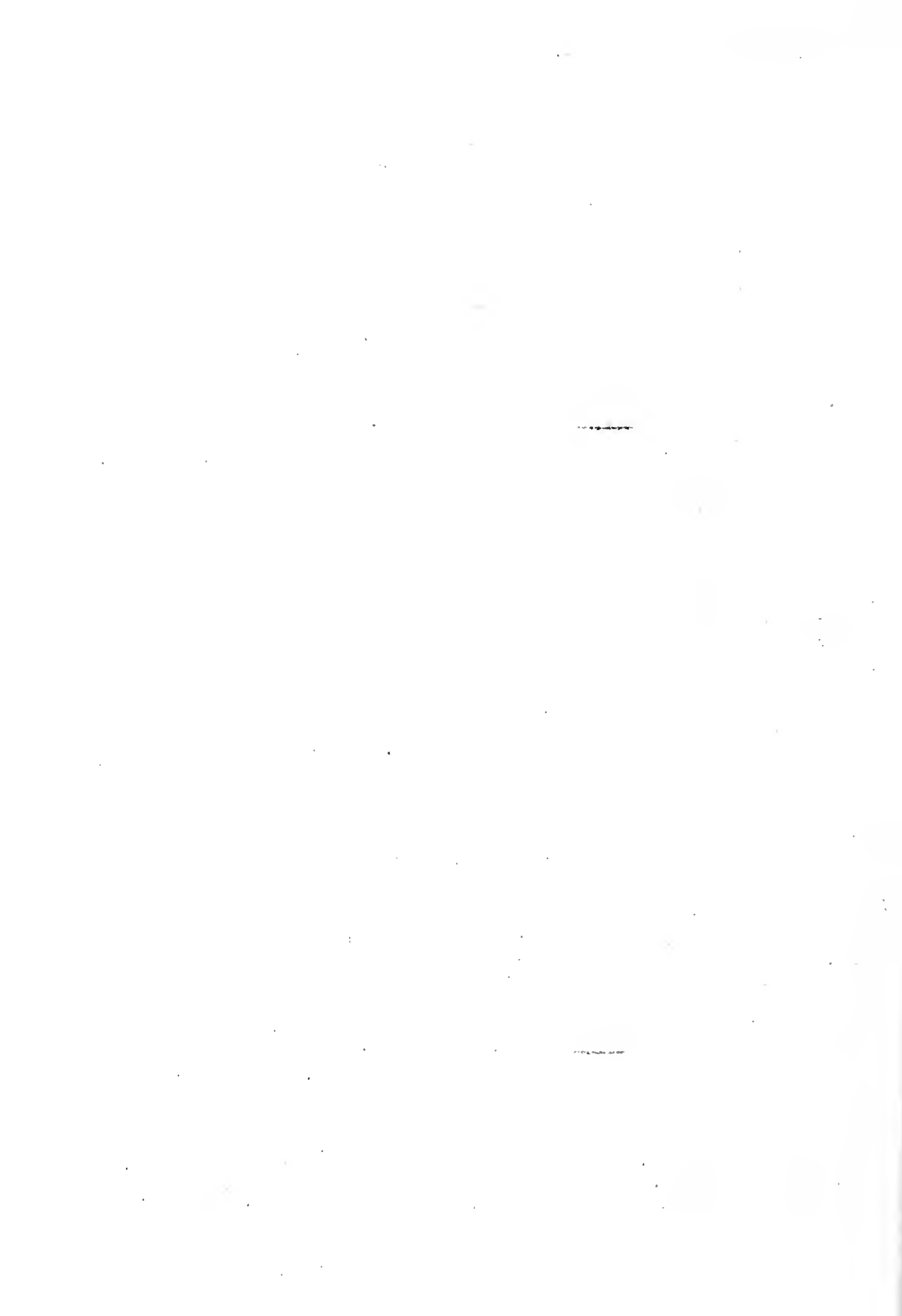
### Art Commission

The duties and powers of the Art Commission are varied, i.e., approving works of art to become the property of the municipality, approving designs of buildings, etc., supervise and control the expenditure of appropriations made by the Supervisors for music. There are other activities supervised by the Commission. The Commission of sixteen members give freely and willingly of their time without compensation, and vests its executive powers in its secretary, Joseph H. Dyer, Jr.

### Other Commissions

The Legion of Honor, DeYoung Museum and Steinhart Aquarium are conducted by an efficient group of employees. The institutions are educational as well as entertaining, and are a source of great enjoyment not alone to the visitor to our city, but also to our local residents.

MRS. SALLY M. SULLIVAN, Chairman  
JOHN V. HEFFERNAN  
GEORGE K. STEIN





PARKS-RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES

Recreation-Park Department

After visiting the Zoo, Aquarium and several of the Playgrounds and other places under the control of the Recreation-Park Department Commission, the committee found the shrubs and trees well cared for, but we also found the buildings, fences, equipment, animal pens, etc. in very poor condition and in need of major repairs and replacements. It is the recommendation of this committee that most, if not all, of the repairs be made as soon as practicable to avoid complete deterioration and possible collapse of some of the structures. We further suggest funds be appropriated each year or as often as needed, to maintain the buildings and equipment in proper condition and repair, so as to prevent the expenditure of the huge sum of money now needed for this work. We do not believe this condition to be the fault of the commissioners.

The members of the commission have been making studies of ways to improve and increase the size of San Francisco Yacht Harbor. They have considered closing the present entrance to the Harbor and cutting a new entrance in the breakwater fill extending north from Scott Street. This would add several usable berths. They have also considered enlarging the present harbor and also of building a new harbor in the vicinity of Hunters Point. Arrangements have been made with the Harbor Commission for the leasing of sufficient land near Pier 52 for the erection of a platform and ramp for the launching of small boats.

The commission also recommends using the vacant property adjacent to Aquatic Park for an Out-of-Doors Museum for the displaying of old ships, engines and many other items of interest. They have already approved the placing of a terminal turn-table of the Hyde Street Cable Car Line on the Southeast corner of the Aquatic Park properties.

Real Estate:

This department is in charge of purchases and leases of real property and improvements required for all City and County purposes and the sale and lease of real property owned by the City. It makes appraisals on all property acquired, and acts as agent for other City Departments in real estate matters.

Recently, the Board of Supervisors voted to include an amendment in the Diamond Heights cooperative agreement between the Redevelopment Agency and the City, whereby all real estate appraisals made for the Agency shall be subject to review and approval by the Real Estate Department.

It is also a function of this department, at the request of the Board of Supervisors sitting as a Board of



(Parks-Recreation Department, Real Estate, Weights and Measures, continued)

Equalization, to investigate applications for reduction in assessments and make recommendations to the Board. During the past fiscal year, 21 applications for reduction in assessments were investigated and reported on, and 36 applications from occupants of waterfront properties under the jurisdiction of the Board of State Harbor Commissioners, protesting the "Possessory Interest" assessment levied against them.

On behalf of the Public Utilities Commission, this department negotiated 18 leases in connection with the activities at the Airport.

The Director of Property directs the activities of the Civic Auditorium, for which the City received a total annual return during the last fiscal year of \$177,320.40.

A new Exhibit Hall, financed by the \$3,275,000.00 bond issue approved last year, is scheduled for construction next May. This also will be under the jurisdiction of the Director of Property.

In general, the operations of the Real Estate Department are satisfactory under the present work load. It is felt that the present office space will be adequate for the near future requirements but that an increase in personnel, particularly Right of Way Agents and Stenographers, will be required, together with additional office equipment to accommodate the increased force.

Weights and Measures:

Mr. O. C. Skinner, Jr., Director of this Department, states that this department was put into operation about 50 years ago and started with seven men and one clerk, and that they still have seven men and one woman clerk. He has repeatedly asked for one more man but the extra cost involved has never been included in the budget. He has also asked that the sum of \$35,000.00 be included in the budget for the erection of an up to date Meter Testing and Calibration Plant. To date he has not been successful in having this sum included in the budget. The Mayor and the Controller approved the request, but it failed to pass the Finance Committee of the Board of Supervisors. At the present time this department has equipment that will test meters and pumps up to five gallons, but the law states that meters and pumps must be in operation for a full minute before a test can be considered adequate. Some pumps now in use put out 800 or more gallons per minute, so his five gallon equipment is rather useless. Mr. Skinner also stated that all such pumps, meters, etc. are supposed to be tested at least once each year, but without the facilities this is impossible. The land necessary for this Meter Testing and Calibration Plant can be secured without cost by utilizing property already owned by the City.



(Parks-Recreation Department, Real Estate, Weights and Measures, continued)

This land is part of the Sewage Disposal Plant in the vicinity of Third Street and Jerrold Avenue. This property is level and properly fenced and he believes ideal for the use suggested by him. It is so situated that trucks and trailers can drive in and out without trouble and is large enough so two such units can be serviced at one time. The testing is done by gravity and the only pump required is for returning the fluid to the trucks. Mr. Skinner would like to have the Grand Jury request that \$35,000.00 be expended for the erection of such a plant. The operating cost is borne by the tax payer.

SAMUEL H. HANSEN, Chairman

EDWARD F. NEWCOMB

ALBERT E. CONLON



## HOUSING AUTHORITY

Your Housing Committee has met frequently with the Executive Director and Staff of the Housing Authority during the past year and has personally inspected the various housing projects, including those under construction. It has also met with the Commission of the Authority to discuss its work.

Early in 1955 the Housing Authority acted in response to the Mayor's request for support of the City's redevelopment and urban renewal program by launching plans for a housing project with special features to meet the needs of aging citizens of San Francisco. The new project will have special provisions to insure the safety and comfort of the residents and preliminary plans call for the construction of two 12-story buildings. A special feature will be a large recreation center for senior citizens, located on the ground floors.

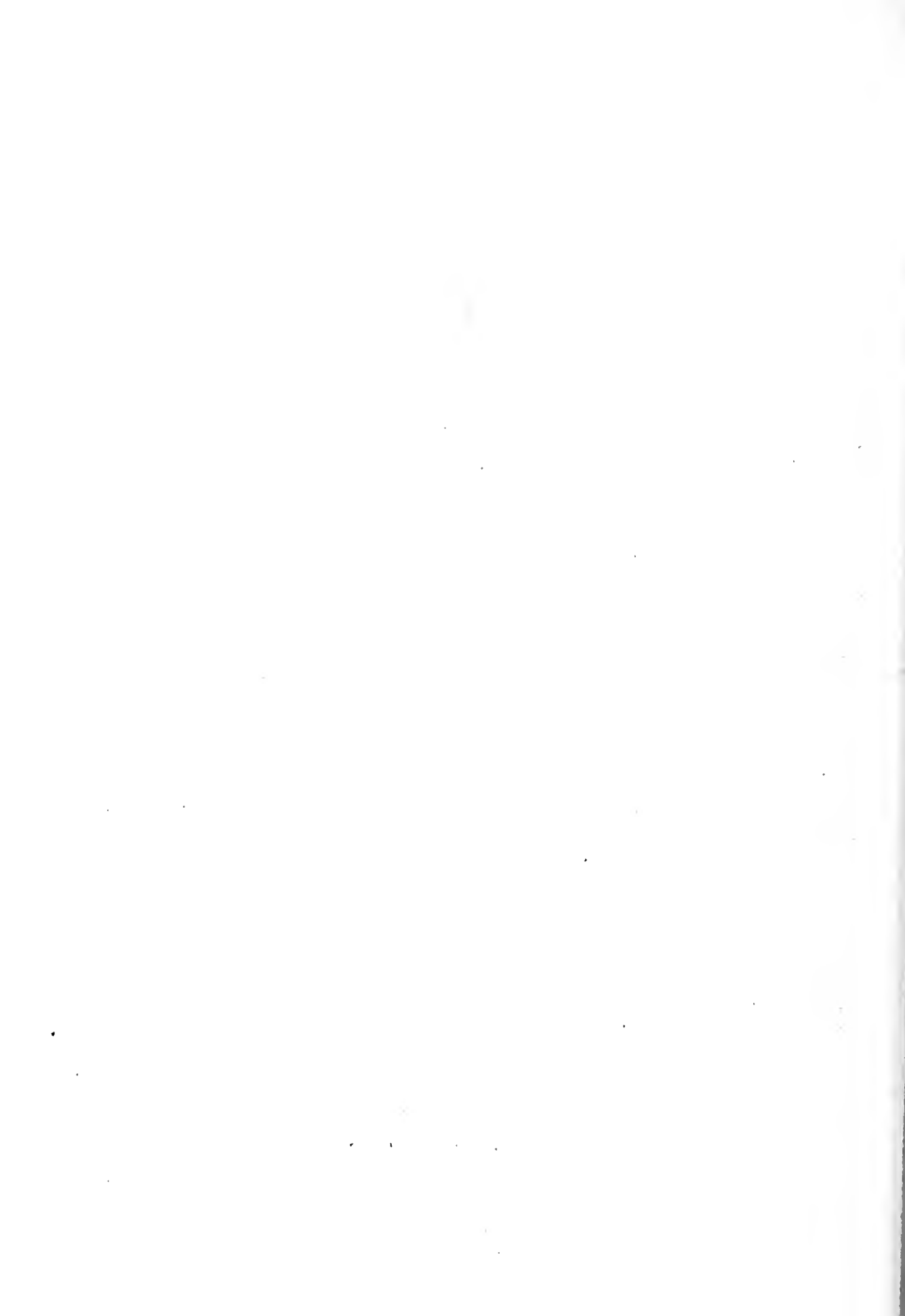
Potrero Terrace Annex with 172 apartments was completed in January. A second project, Alemany, comprising 164 dwellings, was completed in October. The first tenants of the giant Francisco Plaza apartment buildings of 608 apartments, located in the Western Addition, moved in during November. Construction of two other projects at Hunters Point will be completed in '56,--these being the 350-apartment Hunters View and 226 apartments on the Harbor Slope site.

During 1955 the Housing Authority completed one of the largest mass movements of people in the history of San Francisco when the last of nearly 12,000 persons were moved from temporary housing prior to demolition of the structures. Much of this housing was located on scarce industrial sites and its removal has paved the way for substantial new industrial construction. This wholesale movement of families has been carried through so efficiently and swiftly that its accomplishment has largely gone unnoticed.

Ownership of the remaining temporary 2696 apartments has been transferred by the Federal Government to the Housing Authority, thereby insuring a reservoir of dwellings which will greatly facilitate the relocation of families when San Francisco's great redevelopment program gets underway.

During the past year the Housing Authority has continued its commendable policy of maximum payments in lieu of taxes to the City by a payment of \$168,081.51, bringing its total payments to date to \$3,787,094.57.

At the close of the year the Housing Authority was engaged in setting aside a number of apartments specially furnished for the housing of Navy noncommissioned personnel on ships undergoing repair and remodeling at the San Francisco Naval Shipyard and privately-owned yards in San Francisco. These facilities will make it possible for these





(Housing Authority, continued)

men to have their families rejoin them in San Francisco while their ships remain in port.

It is also worthy of note that during the past year the Authority completed its program on nonsegregating all public housing in San Francisco,--quietly, effectively, and to the great credit of San Francisco.

The overall interest of San Francisco has been the critique for the broad-scale housing policies adopted by the Authority's Commission. The administration of these policies under its able Director and crack Staff have made this outstanding organization a widely-recognized public instrument of increasing value to San Francisco over the years.

JOHN W. BENDER, Chairman

SAMUEL H. HANSEN

WALLACE S. TOWLE



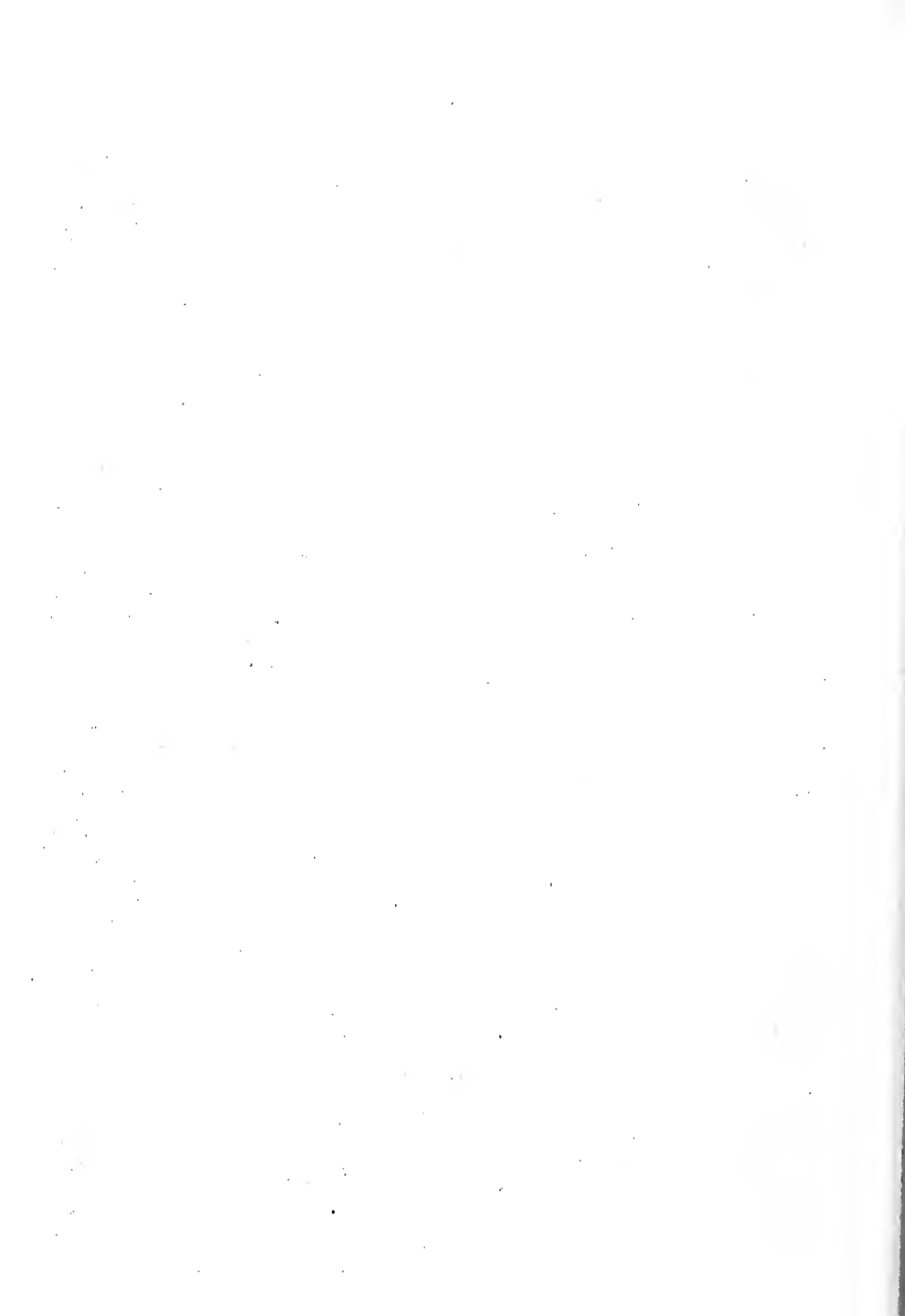
## SHERIFF: BOARD OF SUPERVISORS

Meetings with the Sheriff were held early in the year, followed by inspection tours of the jails in San Francisco and at San Bruno. All of the institutions appeared to be well managed and kept in a clean and sanitary condition. The food is prepared and cooked under the supervision of professional chefs with civil service rating. The cost of meals is approximately 33¢ per day. This low cost is made possible by the fact that beef and vegetables are raised on the prison farm with voluntary prison labor. There are facilities for expansion of food production, but additional funds are needed for capital investment in this regard, for items such as: hay baler and shed for hay storage, purchase of dairy cows, sheep, pigs and additional fruit trees.

The medical and dental service is good, considering the limited staff and equipment. There is need for an augmented medical staff and X-ray equipment. The Sheriff now has under consideration a plan for purchase of X-ray equipment from prisoners welfare funds. Until such time as complete equipment and personnel for thorough physical examination of prisoners is available, inmates received at the City Prison should be given an examination before commitment to the County Jail or at the County Hospital if necessary. At present there is no means of discovering latent tuberculosis or possibly other communicable diseases before commitment. The dangers presently existing are obvious.

The educational program conducted under the auspices of the San Mateo County Adult Division for inmates of the Men's and Women's jails at San Bruno has been discontinued. The Legislature, at its last session, failed to provide funds for this purpose. The 1954 Grand Jury not only recommended that the educational program at San Bruno be broadened, but also recommended that it be extended to include the two jails in San Francisco. Now we find that instead of expansion we have elimination of the program. Steps should be taken to have the Legislature provide the funds necessary to restore the classes at San Bruno and to establish similar ones at the other county jails. If funds cannot be secured from the State, then the City and County of San Francisco should undertake the responsibility of financing the program. The cost is estimated to be approximately \$7,000.00 per year.

There is need for closer cooperation between the Alcoholic Clinic under the Department of Public Health and the Sheriff's Department to provide assistance to County Jail inmates who are alcoholics. Perhaps a branch clinic could be established at San Bruno where medical, psychiatric and social service would be available. The records of the San Bruno Jail show that alcoholics are repeaters. If an efficient program of rehabilitation could be put in operation, some of the victims of alcoholism would be restored to a useful existence and the City and County would be spared the bother and the



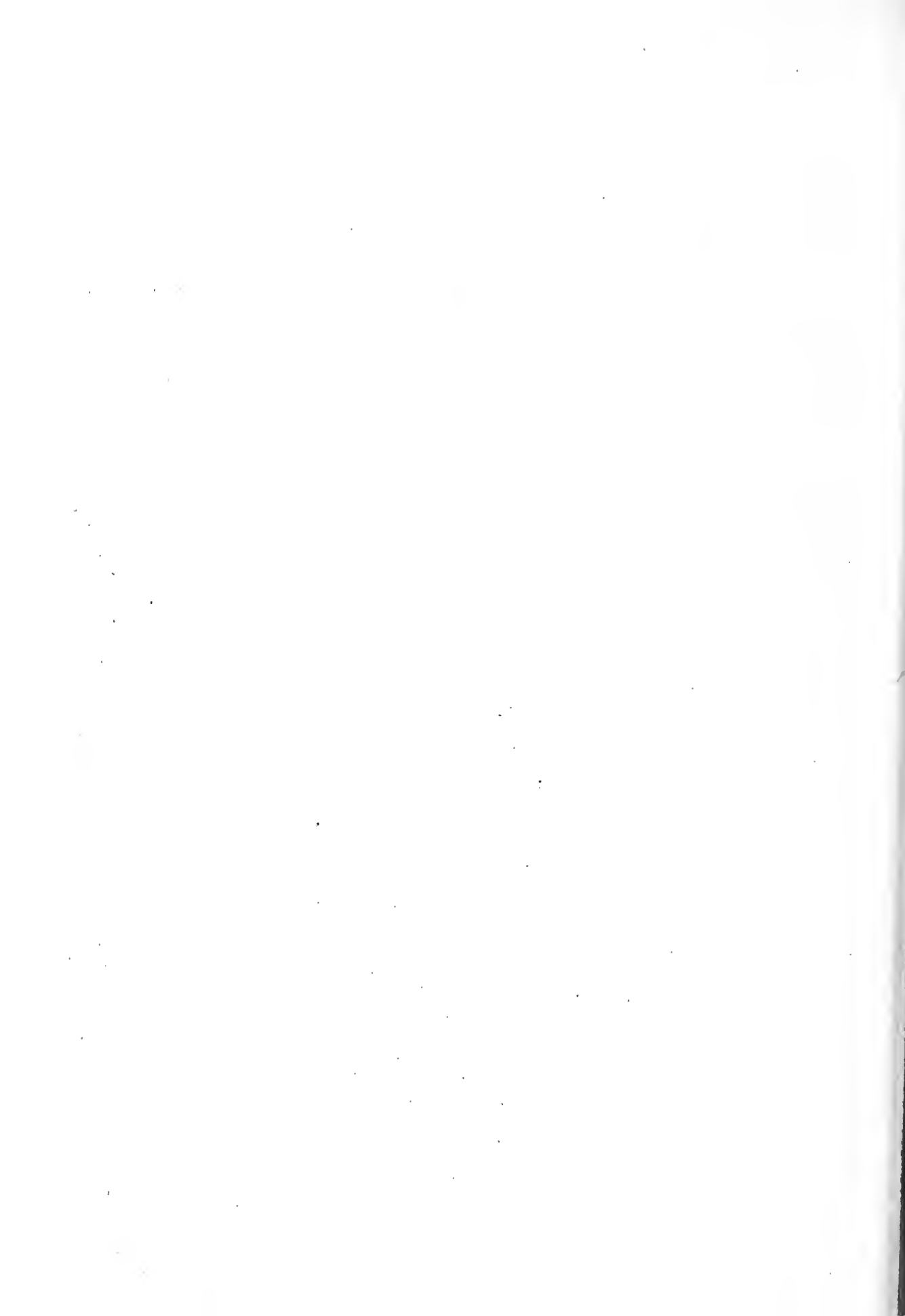
(Sheriff, continued)

expense of feeding and housing many repeaters whose basic troubles can be attributed to alcoholism. In this connection the Sheriff also suggests that funds be provided to construct two buildings, of the quonset hut type, to house alcoholics as well as first offenders. The advantages of separating these types of inmates is self-evident.

The Women's Jail at San Bruno is in need of a recreation hall and a work room. The upper deck portion of the building would provide ample room for both needs if closed in. The building was constructed with this eventuality in mind, and the work could be done at a nominal cost. With this additional room the sewing project could be expanded with profit to both the inmates and the institution.

The problem of providing some means of sustenance and rehabilitation for released prisoners who are without family or funds is a continuing one. The Sheriff and successive Grand Juries have drawn attention to the need for a solution, but to no avail. Prisoners are brought to San Francisco and released, in many instances, without funds except 15¢ allowed from the Welfare Fund, and without lodging. Among them are many alcoholics who return to "Skid Row" for lack of a better place to go. Their return to jail is only a matter of time. Others can see no alternative but to hope that they will have more success with another try at the offense that put them in jail originally. This also usually has the same result. It seems logical to believe that a little financial aid, or food and lodging given for a short period, or transportation to a home town, would enable them to get a new start and would cost less in the long run than bearing the expenses of further arrest, trial and imprisonment. Some agency of the City and County government should make a serious attempt to find a solution to this problem.

Replacement of equipment in many departments of the jails is indicated. The City and County has a considerable investment at San Bruno in buildings, supplies and equipment, but the fire protection facilities are inadequate and there is no fire insurance. Although plenty of water is available and fire hydrants similar to those in San Francisco are on the grounds, the jail is without mobile fire fighting equipment. No help can be expected from the San Bruno Fire Department in case of fire; because of a difference in fittings, their apparatus cannot be coupled to the San Francisco type hydrants on the grounds. The nearest available mobile fire fighting equipment is at Stonestown in San Francisco. It is suggested that fire protection equipment similar to that at Santa Rita Prison Farm, the Alameda County jail, should be installed. Much of the automotive equipment of the Sheriff's office is in poor condition and should be discarded. Although funds have been provided for a new van, replacement of other types of vehicles is justified. At San Bruno, kitchen ranges and dryers and mangles in the laundry should be replaced.



(Sheriff, continued)

Partition plates should be substituted for the aluminum plates now used so that different items of food can be kept separate instead of mixed as is inevitable with the present plates.

For two years the Civil Service Commission has had under consideration a request by the Sheriff for reclassification of jail positions. The present system provides for captains and jailers, with no intermediate ranks. The Sheriff suggests that there should be a captain for each jail, with lieutenants and sergeants. All ranks to be deputy sheriffs. It would seem that there would be more incentive to do a good job on the part of the jail personnel if there were an opportunity for promotion.

Your committee would consider itself to be derelict in its duty if it did not place special emphasis upon an existing condition, applying particularly to County Jail No. 2, San Bruno. At County Jail No. 1, San Francisco, and at County Jail No. 2, San Bruno, both jails for men, there are only three guards on duty on each of the night watches, 4 p.m. to midnight and midnight to 8 a.m. County Jail No. 2 at San Bruno is a huge building with six floors of cells and an average population of 600. Not much imagination is required to picture the possibilities in case of fire, riot, accident or sudden illness of the guards on duty. The request of the Sheriff for six new employments of jailers, two for County Jail No. 1 and four for County Jail No. 2, should be granted in the interest of safety.

The committee believes that Sheriff Gallagher should be highly commended for the excellent manner in which he has operated his office and for the many improvements initiated by him. His suggestion, in his letter to Foreman Wm. H. H. Davis under date of September 12, 1955, that all future sheriffs be mandated by ordinance to follow the procedure, established by the late Sheriff Murphy and carried on by him, of returning all fees to the General Fund is praiseworthy and should be adopted.

WILLIAM S. HOGAN, Chairman

ELMER F. SKINNER

HUBERT J. SOHER





## SHERIFF; BOARD OF SUPERVISORS

### Board of Supervisors

Throughout the year your Committee on the Board of Supervisors has observed the functioning of the Board through press releases, printed proceedings, and attendance at Board and committee meetings.

The meetings of the Board are conducted in an efficient and orderly manner and in the mode and tradition of similar bodies. To the uninitiated, an average Board meeting is a routine affair that does not too well reflect the vast amount of preliminary detail work performed by its committees in preparation of the subject matter presented to the Board and disposed of generally with a minimum of discussion.

Behind the scene there are committee meetings, hearings and research on each item that comes before the Board. All of this requires the expenditure of time and effort on the part of each supervisor greatly out of proportion to the \$200.00 per month salary received. For example, within a comparatively short period the Finance Committee assumes a task on the Budget alone that probably would cost more, to have done at going rates for such work, than a supervisor's salary for an entire year.

Considering the demands made upon members of the Board of Supervisors and the inadequate compensation provided, the City and County of San Francisco has indeed been fortunate to have had, over the years, so many outstanding persons seek election to the Board. However, the danger always exists that self-seeking persons, more interested in personal gain than in civic accomplishment, will aspire to and gain membership on the Board.

Therefore, your Committee recommends that a charter amendment be prepared and submitted to the voters providing for a board of supervisors consisting of approximately five members on a full-time basis at a salary sufficient to attract capable men willing to devote their entire time and interest to this one undertaking. Supervisors in other counties in this State, and in other states as well, serve on a full-time basis, and this has proved very satisfactory.

We believe that the proposed change would eliminate the main objection to the present system, that is, the possibility that a part-time supervisor may be faced with a conflict of interest between his allegiance to the City and County as a Supervisor and his personal business.

WM. S. HOGAN, Chairman  
ELMER F. SKINNER  
HUBERT J. SOHER

